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A Study of Applicants for Residential Child Care

Posts in the North of England 1970-72

by

Roger Singleton

Submitted for the Degree of Master of Arts to the

University of Durham

May 1974

### Abstract of Thesis

The thesis is concerned with the qualifications, experience, education and training of people who submitted applications to work with deprived children in certain types of residential establishments in the North of England from January 1970 until December 1971.

There is a description of the salient factors which have led to the demand for staff to work in residential homes for children and some indications of the developments which have influenced the job to be done.

The thesis goes on to establish some basic factual information about persons who applied for residential child care posts during the period under study; to determine whether there are discernible differences between those who were successful in their application and those who were not; and to assess how the applicants compared in terms of qualifications with those actually employed in the service. The raw data used was the completed application forms in respect of the total number of applicants upon whom information was available - 413 in all. It was collected in a way which rendered it amenable to computer-assisted analysis.

The various findings are described and commented upon. In general, few major differences were found between those who applied and those who were successful. The study did, however, provide some information about persons entering this form of work and cast doubt on several popular notions about the sorts of people whom residential work with children attracts. Some details emerged about the availability of qualified staff in the North of England compared with other parts of the country.

The study concludes with some personal viewpoints about the factors likely to influence residential work with children in the future and suggests some of the implications of this for staffing.

### Acknowledgements

I want to express my appreciation to the North (No. 1 Area) Children's Regional Planning Committee who enabled this study to be conducted and to the Directors of Social Services of the constituent local authorities who made appropriate records available to me. In carrying out the study I have relied on the assistance and advice of my supervisor, Mr. Peter Kaim-Caudle, to whom I am particularly grateful. Mr. Eric Tanenbaum of the Computer Unit, Durham University provided me with much-needed help in data preparation and processing. Finally, I want to recognise the patience and efficiency of Mrs. Margaret Waller in the typing of successive drafts and the final presentation.

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## CHAPTER I

### INTRODUCTION

This study is concerned with the qualifications, experience, education and training of people who submitted applications to work with deprived children in residential establishments in the North of England from January 1970 until December 1971. It is not a study of the care of deprived children as such, nor does it set out to define the task which residential staff are recruited to perform. However, an investigation into the background and attributes of potential residential staff would be meaningless without some reference to the subjects of their care and the job they are expected to perform. The task for which staff are recruited and therefore the types of person sought will change if the needs, or perceived needs, of children requiring care change. These needs in turn are affected by alterations in social and economic conditions, shifts in social policy and increased knowledge about methods of caring for children. Thus the nature of the care of deprived children must be assessed in relation to the social and mental attitudes which prevail towards their contemporaries.

The study commences with a general historical background, the object of which is to describe the salient factors leading to the present demand for staff to work in residential establishments for children and to indicate some of the developments which have influenced the job which has to be done. Particular efforts have been made to draw out from available local sources information about the sorts of people who have been recruited to work with deprived children in a residential situation. This task has been neither easy nor particularly fruitful. Information relating to the plight of deprived, destitute and delinquent children and the various efforts made to cater for and accommodate them is available. One recent study by I. Pinchbeck and M. Hewitt<sup>1</sup> has drawn extensively on

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<sup>1</sup>I. Pinchbeck and M. Hewitt "Children in English Society Vol. 1" and "Children in English Society Vol. II" (Routledge, 1969 and 1974 respectively.)

existent material but despite a diligent search very little is recorded about the sorts of people who undertook these children's care. Literature has traditionally portrayed the staff of children's establishments not as wicked but as harsh, unimaginative, sterile, stultifying sorts of people. Dickens exposed the cheap Yorkshire boarding schools in his picture of life at Dotheboys Hall under the sly and brutal Wackford Squeers and his no less brutal wife. Charlotte Bronte described conditions in a charity school, founded by the Brocklehurst family, conditions which were later improved by introducing a committee of gentlemen "..... who knew how to combine reason with strictness, comfort with economy, compassion with uprightness."<sup>2</sup> There have been few sympathetic studies of the work of residential staff. John Stroud attempted it in a book called "Labour of Love" but on his own admission it was not successful.<sup>3</sup>

Government enquiries have focussed their attention on the children themselves and it was not until the Curtis Committee<sup>4</sup> reported in 1947 that specific reference is made to the staff of homes. However, before embarking upon the historical survey in detail, it is necessary to be clear about both the children and the staff with which this study is concerned.

There are five main areas of residential care provision for children and young persons. The first has its origins in the Poor Law service which in 1930 passed to public assistance departments, in 1948 to children's departments and in 1971 to social services departments. Broadly speaking, this is the "public sector" which provides the mainstream of residential

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<sup>2</sup>Charlotte Bronte "Jane Eyre". (Collins, 1847) Page 92.

<sup>3</sup>John Stroud "Services for Children and their Families" (Pergamon, 1973). Page 99.

<sup>4</sup>"Interim Report of the Care of Children Committee" Cmnd. 6760 (H.M.S.O. 1946). "Report of the Care of Children Committee" Cmnd. 6922 (H.M.S.O. 1946).

child care and caters for the majority of children and young persons committed to the care of local authorities under Section 1 of the Children and Young Persons Act 1969 or admitted to their care under Section 1 of the Children Act 1948 and who are placed in residential accommodation. There was 23,500<sup>5</sup> such children in care throughout England on 31st March 1972 and 1,485<sup>6</sup> children in the four northern counties.

The second area is what might be called the "private sector" which has its origins in the work of the voluntary or charitable societies of the late nineteenth century - Dr. Barnardo's, the National Children's Home, the Church of England Children's Society, the Roman Catholic Rescue Societies and many small local societies such as the North East Children's Society. The latest figures indicate that the voluntary societies provide 13.4%<sup>5</sup> of the total amount of residential accommodation for children in local authority care in England and 25.2%<sup>6</sup> in the Northern Region.

The third sector is the mixture of voluntary and local authority efforts to treat the delinquent child, the various establishments coming together in 1933 to constitute the approved school system, massively supported by central government grants. 6,323<sup>5</sup> children were in approved schools in England on 31st March 1972, 606<sup>6</sup> being children from the Northern Region.

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<sup>5</sup>Department of Health and Social Security and the Welsh Office, "Children in Care in England and Wales: March 1972". Cmnd. 5434 (H.M.S.O. 1973).

<sup>6</sup>Figures extracted from completed copies of Form SBL689 - a statistical return made by all local authorities to the Department of Health and Social Security relating to Children's Services at 31st March 1972.

The fourth area is the provision, from 1902 onwards, of boarding schools for physically handicapped, educationally sub-normal and maladjusted children and the provision usually in certain mental hospitals, for mentally handicapped and mentally ill children.

Detailed figures of the number of children accommodated in this wide range of residential establishments are not available. Beedell<sup>7</sup> estimated the numbers in 1970 to be:

Residential special schools	20650
Hostels for children receiving special education	1350
Psychiatric hospital units for children and adolescents	1770
Hospitals and hostels for sub-normal and severely sub-normal children and young people	13000
	<u>36770</u>

The fifth area is for young people of fourteen years and over and comprises Detention Centres, Borstals and Remand Centres. Each of the three types of unit is run and staffed by the Prison Department of the Home Office. Detention Centre places are available for 1800 boys and 27 girls for periods not exceeding 3 months. Their purpose is primarily deterrent and the regime is regimented and vigorous with little leisure time and a good deal of routine work. Borstals provide longer periods of training of six months to two years and there are 5500 places for boys and 230 places for girls. Some of the boys' units include physical security. Remand Centres provide remand facilities primarily for the 17 to 20 age group but young people deemed to be "too unruly" for remand to the care of a local authority may be sent there.

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<sup>7</sup>C. Beedell. "Residential Life with Children" (Routledge and Kegan Paul, 1970) Pages 197-200.

This study is concerned with staff who apply to work with the first group only. The staff of voluntary homes have been excluded largely on the grounds of the unwillingness of voluntary societies to co-operate. Some claim that because of the denominational beliefs and bases of their organisation, they are only prepared to consider applicants who meet, for example, certain religious requirements<sup>8</sup>. Moreover, they argue that people seeking to work with a voluntary society are more likely to be motivated by religious reasons or by a sense of vocation and such motivational factors may weigh equally with considerations of age, qualifications and experience. It is only possible to speculate on the validity of these arguments and their implications. In 1961 the Home Office asked the Government Social Survey to carry out an enquiry to determine what could be done to reduce staff wastage in children's homes. The enquiry report states:

"A representative of the National Council of Associated Children's Homes (the voluntary homes) attended an early meeting to discuss the proposed research and agreed to co-operate but could not allow us to visit individual children's homes nor provide names of ex-staff members whom we wished to interview .....<sup>9</sup>"

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<sup>8</sup> Extracts from advertisements placed in the journal of the Residential Care Association - "Residential Social Work" August 1973:-

"Dr. Barnardo's ..... Deputy to Superintendent required ..... Applicants should be in sympathy with the Christian basis of our work."

"National Children's Home ..... Houseparents-in-Charge ..... The National Children's Home is a Methodist foundation and applicants should be regular attenders at the church of their own denomination."

<sup>9</sup> Selma F. Monsky "Staffing of Local Authority Residential Homes for Children. An enquiry carried out November 1961 - January 1962 for the Home Office." (Published by the Government Social Survey, Ref: SS 335, April 1963) Para. 1.i.

It would appear that the reluctance of the voluntary bodies to expose their staff to close scrutiny by outsiders persists. It should, however, be recorded that the local Catholic Society agreed to co-operate but on closer examination it was found that the majority of their homes were staffed by members of religious orders to whom it was felt that different considerations applied.

The staff of approved schools were not included because although the schools became integrated into the mainstream of residential provision for children in 1973<sup>10</sup>, they previously constituted a completely separate system and drew the majority of their staff from the teaching profession. Some house staff (non-teaching) were employed but all appointments of unqualified house staff were subject to the individual approval of the Home Office<sup>11</sup> over and above that of the school Managers. The schools had their own traditional ethos which, it could be argued, circumscribed the sorts of appointments made.

Staff working in the broad range of provision for handicapped children have been excluded principally on the grounds of the predominance of teaching, medical or nursing personnel caring for such youngsters and the relatively recent acceptance of residential child care as an appropriate and relevant contributor to the treatment of these children.

Staff of Detention Centres, Borstals and Remand Centres have also been excluded because they form part of the wider Prison Service and are administered directly by the Home Office.

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<sup>10</sup> This followed the introduction of Regional Plans providing a comprehensive range of residential facilities for children within a defined area - See Children and Young Persons Act 1969, Sections 35-37.

<sup>11</sup> Home Office Children's Department Circular 194/62, issued on 22nd November 1962.



Material has been collected from the area of the Department of Health and Social Security's Social Work Service, Northern Region, which covers the Counties of Westmorland, Cumberland, Northumberland and Durham and the County Boroughs of Carlisle, Tynemouth, Newcastle, Gateshead, South Shields, Sunderland, Hartlepool, Darlington and Teesside. The area chosen was not selected because of any claim that it was representative of part or whole of the country at large (although it does contain authorities of different sizes and natures) but because it was one to which the student had ready access by virtue of his professional responsibilities and could obtain the good will of the local authorities in obtaining access to information.

The two years preceding the period of study were selected in order that findings should be as up-to-date and relevant as possible. To have chosen an earlier period would not only have impeded efforts to provide a reasonably contemporaneous portrait but would also have given rise to a number of practical difficulties, further reference to which is made in Part III.

Finally, it should be stated that the study is descriptive and analytical. It makes no claim to be predictive. This would have required a completely different methodology. There is no apriori reason to suppose that the findings are in any way representative of the sorts of persons who have applied for posts in the residential care of children in the past or who will do so in the future. Doubtless the potential practical value of the study would have been considerably enhanced had it proved possible to establish, for example, the sorts of persons who were likely to make successful residential child care officers. Such a study would have had to rely heavily on evaluations of residential staff by superiors (and possibly peers and clients) and for reasons described later, the re-organisation of employing departments rendered the use of this technique impractical.

## CHAPTER II

### HISTORICAL BACKGROUND

In any historical perspective, one problem lies in deciding where to begin. For the purposes of this study, the solution has been partially determined by the availability of material. It is a comparatively easy task to describe the legislative enactments which concern the destitute child; it is much more difficult to determine how, and to what extent, this legislation was put into effect and to discover the sorts of people involved in its implementation.

Up to and including the Middle Ages, evidence is sparse and what does exist has to be pieced together from occasional references. In the view of Jean S. Heywood "..... the absence of information about the deprived child at this time (is) just as significant as would have been copious references to him."<sup>12</sup>

Towards the end of the fourteenth century the hierarchical structure of medieval society with its lack of unemployment facilitated the absorption of a destitute youngster in good health and of working capacity. Moreover, the Church taught the seven corporal works of mercy<sup>13</sup> and in a country where there was "..... neither doubt nor questioning of the beliefs and practices of the Catholic Church"<sup>14</sup> and a fairly direct relationship perceived between the performing of good deeds and the inevitability of the after-life, the destitute child was unlikely to starve or remain homeless.

Heywood also claims that if a deprived child could not be absorbed into the local community then the contemporary evidence towards the end of the Middle Ages indicates that he found his livelihood by begging.

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<sup>12</sup> Jean S. Heywood "Children in Care" (Routledge and Kegan Paul, 1959) Page 1.

<sup>13</sup> R. H. Tawney, "Religion and the Rise of Capitalism" (Penguin Books, 1961) Page 259.

<sup>14</sup> Doris Mary Stenton "English Society in the Early Middle Ages" (Penguin Books, 1962) Page 204.

Her source is drawn from French experience but the point receives limited substantiation by Sir G. Nicholls who quotes an act of Richard II<sup>15</sup> which named the impotent poor as a separate class and openly recognised the distinction between "beggars able to labour" and "beggars impotent to serve".<sup>16</sup>

In the confused years following the Black Death in which a third or even half<sup>17</sup> the inhabitants of the country died, hired labour became increasingly expensive and the purchase and sale of wardships of able-bodied orphans became a profitable business. In a section devoted to the topic of wardship, G. C. Coulton writes "..... wardship was a frankly profitable job in medieval society; wardships were openly bought and sold; see for instance the case of Stephen Scroape ..... 'he bought me and sold me as a beast' wrote Scroape of Sir John Fastolf".<sup>18</sup>

The matter of the care and training of poor and destitute children was one which exercised the minds of legislators and municipal reformers throughout the sixteenth century. The views of the Spanish humanist Vives are reproduced in F. R. Salter's "Some Early tracts on Poor Relief"<sup>19</sup> and include several interesting opinions on the form of care which destitute children should receive. "..... let there be a hospital where abandoned children may be nurtured, to whom appointed women shall act as mothers; these shall nurture them until the sixth year; then let them be moved on to the

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<sup>15</sup> Richard II, 1388.

<sup>16</sup> G. Nicholls "History of the English Poor Law, Vol. I" (P.S. King and Son, 1898) Page 59.

<sup>17</sup> G. M. Trevelyan "English Social History" (Longmans, 1944) Page 8.

<sup>18</sup> G. C. Coulton "Social Life in Britain from the Conquest to the Reformation" (Cambridge University Press, 1918) Page 94.

<sup>19</sup> F. R. Salter "Some Early Tracts on Poor Relief" (Macmillan, 1926) Page 9f.

public school, where they shall receive education and training, together with maintenance ..... In selecting teachers of a suitable kind let the magistrates not spare expense. They will secure for the city over which they rule a great boon at small cost ..... I would say the same about the girl's school, in which the first rudiments of letters are taught. If any girl show herself inclined for and capable of learning, she should be allowed to go further with it." After preliminary training, those boys who were "quickest at learning" were to be kept on in the school, and the others were to "move on into workshops, according to their individual bents".<sup>20</sup>

Turning from philosophy to reality, the social and economic changes of the sixteenth century gave rise to problems of unemployment and inflation for the early Tudors. This in turn led to increases in vagrancy and vagabondage. In his study of Tudor England, G. R. Elton<sup>21</sup> writes: "The country was full - or comparatively full - of men, women and children, moving from place to place, maintaining themselves by begging and living on charity, often organised into bands which were capable of terrorising isolated farmsteads or small villages ..... How many such poor and vagrants there were it is quite impossible to say. The 'hundreds of thousands' sometimes so rashly alleged are certainly nonsense; we are dealing with a total population of less than three millions. If there were twenty to thirty thousand workless the problem was quite big enough."

In an essay "The State and the Child in Sixteenth Century England" I. Pinchbeck<sup>20</sup> claims that sixteenth century writers classified the poor in three groups each of which included children. The "poore by impotency and defect" included 'the poore orphans and others left

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<sup>20</sup> I. Pinchbeck, "The State and the Child in Sixteenth Century England" British Journal of Sociology Vol. VII No. 4 (December 1956) and Vol. VIII No. 1 (March 1957).

<sup>21</sup> G. R. Elton, "England under the Tudors" (Methven, 1958) Page 188.

fatherlesse and motherlesse to the world', and the child who was 'naturally disabled either in wit or member'. The "poore by casualty" included the 'poore man overcharged with many young children' and the "thriflesse poore" included the children of the idle and dissolute vagrants. This shows some awareness of the nature of the various groups for which provision was needed to be made.

Much of the evidence in relation to the residential care of children during the sixteenth century is drawn from the records of the four Royal Hospitals of the City of London - St. Bartholomew's and St. Thomas' for the sick and aged poor, Bridewell for the vagrants and Grey Friars (Christ's Hospital) for children. E. M. Leonard reports<sup>22</sup> that the latter was founded in 1552 and a year later it was accommodating 250 children with a further 100 infants in the country. I. Pinchbeck<sup>23</sup> quotes from J. F. Firth's edited "Memoranda, References and Documents relating to the Royal Hospitals of the City of London": "No ideas of 'less eligibility' hampered the administrators in the equipping and staffing of the hospital; these were luxurious indeed in comparison with what was thought necessary for poor children in the nineteenth century. Twenty-five sisters were appointed to look after the children, "the same holesomly, cleanly, and sweetly nourishe and bringe up"; and these were supervised by a matron - "an office of great charge and credite", for she had "the governance and oversight" of all the children ..... Education was to be by aptitude and ability, and the number of teachers was generous for the times ..... These included a grammar school master, an usher, a writing teacher, a schoolmaster for the Petties A.B.C., and a schoolmaster for music, as well as teachers of various

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<sup>22</sup>E. M. Leonard, "The Early History of English Poor Relief" (Cambridge University Press, 1900).

<sup>23</sup>I. Pinchbeck, "The State and the Child in Sixteenth Century England" British Journal of Sociology, Vol. VII No. 4 (December 1956) Page 279.

crafts to prepare children for apprenticeship."

The development of Christ's Hospital was closely connected with Bridewell. The latter, intended primarily as a house of occupation providing work for the unemployed and a place of punishment for the sturdy vagabond, also acted as a technical training institute for children. It was also used as a place of punishment for Christ's Hospital's children if they were "lewd and idle". According to Leonard the Christ's Hospital model appears to have become widely adopted: "... as soon as the relief of the poor becomes a public duty, institutions for the training of the young become increasingly popular and we shall find that, during the next century, there are other Christ's Hospitals as well as other Bridewells in most of the great towns of the Kingdom".<sup>24</sup> For example, Christ's Hospital in Ipswich was a training school for the young as well as an asylum for the old and a house of correction.

The Tudor period has received particular emphasis in this historical survey for two reasons. First the comprehensive Acts for the Relief of the Poor in 1597 and 1601 remained the basis of poor law administration until 1834. Secondly, the work of rescuing destitute children from the streets which was achieved in London, Ipswich and other progressive towns was unmatched both in terms of quality of concern and scope until the philanthropic efforts of the mid-nineteenth century when ragged and industrial schools, reformatories and children's homes mushroomed into existence.

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<sup>24</sup>E. M. Leonard, "An Early History of English Poor Law Relief" Cambridge University Press, 1900) Page 39.

The seventeenth century saw renewed efforts to enforce measures of relief and insofar as children and the impotent poor were concerned a vigorous Privy Council appears to have been successful in securing the due execution of the Law.<sup>25</sup>

E. M. Leonard identified four methods of providing for the young:

1. Boarding out and apprenticeship to masters
2. Bridewells
3. Schools for young children
4. Orphanages

1. Boarding out and apprenticeship to masters

There seems little doubt that this method was most frequently employed. Both in the country and towns, orphaned and deserted children were boarded out until they were old enough to be apprenticed. Payments were made for them from the rates amounting to about a shilling a week. In relation to apprenticing, Leonard quotes a contemporary legal handbook<sup>26</sup> as insisting that the binding of poor children apprentice was an especially important part of the duty of overseers and throughout the seventeenth century there were many bequests left for the purpose by private persons.

It was of course the usual custom for all children to be taught to work and trained in a trade and not a practice confined to children reared on charity. Both kinds of apprentices were bound in the same way. The real difference lay in the selection of the Master where the welfare of the pauper apprentice would depend upon the degree of care exercised by the administrators of the local charities.

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<sup>25</sup>E. M. Leonard, "The Early History of English Poor Relief" (Cambridge University Press, 1900) Page 294.

<sup>26</sup>M. Dalton, "Country Justice" 1630, fourth edition. Page 93.



## 2. Bridewells

The Bridewells often had a special children's department which appears to have corresponded to the nineteenth century industrial school.<sup>27</sup> Orphaned children of freemen, children sent by the overseers of parishes and young vagrants from the streets were received into it.

Trade training appears to have been the principal activity. Leonard quotes a contemporary report of 1631:<sup>28</sup> "For silk weavers keep poore children taken from the streets or otherwise distressed, to the number of 45." More than another hundred children were apprenticed within the hospital to pen makers, ribbon weavers, hemp dressers, linen weavers and carpenters.

## 3. Schools for Young Children

There was at this time a movement for popular education in respect of all children who were not old enough to be apprenticed. Spinning, knitting and sometimes reading and writing were taught in small schools. "Schoole dames" were appointed and if parents of children were unable to pay their wages then this was done by the church wardens and overseers. Leonard quotes an example of two hamlets in Westmorland - Whitwell and Sellside - where three boys were maintained at such a school by the parish.

## 4. Orphanages

Charitable institutions funded such establishments as Christ's Hospital and the parishes provided houses of correction with special departments for destitute children. There is evidence that private individuals began to provide orphanages specifically for children.

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<sup>27</sup> E. M. Leonard, "The Early History of English Poor Relief" (Cambridge University Press, 1900) Page 217.

<sup>28</sup> D.S.T. Charles I. Volume 190. Page 10.

Bristol appears to have been quite exceptional in this respect. An extract from a report of the Charity Commissioners reads:

"The Red Maids was endowed by the will of John Whitson in 1621.

It was to consist of a matron and forty girls. The children were to learn to read and sew and do such other work as the matron and the Mayor's wife should approve. They were to be apprenticed for eight years, to wear clothes of red cloth, and attend on the wives of the Mayor and Aldermen on state occasions."<sup>29</sup>

In "Nobody wanted Sam: the story of the unwelcomed child 1530-1948", Mary Hopkirk claims that the first institution exclusively for children to have been provided out of the Poor Rate was the Mint Work House at Bristol opened in 1696 for girls. From an undisclosed source she quotes:

"Before we took in the girls, we first considered the proper officers to govern them. These consisted of a Master, whose business was to receive in work and to deliver it out again, and to keep the accounts of the House; a Mistress to look after the kitchen and lodgings; tutresses to teach them to spin, under each of which we put twenty-five girls; a school mistress to teach them to read; servants in the kitchen and for washing, etc., but these we soon discharged and caused our biggest girls to take their turns every week ..... We received one hundred girls, all of whom we first caused to be stripped by the Mistress, washed, new clothed from head to foot ..... We likewise provided for their apparel for

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<sup>29</sup> E. M. Leonard, "An Early History of the English Poor Relief" (Cambridge University Press, 1900) Page 219.

Sundays; they went to Church every Lord's Day, and were taught their catechism at home ..... we appointed them set hours for working, eating and playing; and we gave them leave to walk on the hills with their tutresses when their work was over and the weather fair ..... they had three meals every day. We appointed their times of working, in the summer ten and a half hours every day and an hour less in the winter."<sup>30</sup>

The ravages and disruption caused by the Civil War during the mid-seventeenth century must have increased the number of destitute children and upset the administrative machinery for coping with them. It is some credit to the Elizabethan Poor Law that it survived the Civil War but it is also clear that its administration deteriorated to say the least. In the preamble to "The Settlement Act" of 1662<sup>(31)</sup> one of the reasons necessitating the Act is described as being "..... the neglect of the faithful execution of (the) Laws and statute as have formerly been made, for the apprehending of rogues and vagabonds, and for the good of the poor."

There is also evidence that charitable foundations fell on hard times. E. M. Leonard quotes the Report of the Four Royal Hospitals for 1649:

"..... in respect of the troubles of the times meanes of the said Hospital hath very much failed for want of charitable Benevolences which formerly have beene given, and are now ceased; and very few legacies are now given to hospitals, the rent and revenues thereunto belonging being also very illpaid

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<sup>30</sup> Mary Hopkirk, "Nobody wanted Sam: the story of the unwelcomed child, 1530 - 1948" (J. Murray, 1949) Page 21.

<sup>31</sup> An Act for the Better Relief of the Poor, 14 Charles II cap. 12.

by the tenants, who are not able to hold their leases by reason of their quartering and billeting of soldiers and the taking away of their corne and cattell from them."<sup>32</sup>

The number of children in Christ's Hospital fell from over 900 in 1641 to 579 in 1647.

Moreover, a new philosophy began to emerge. Puritan ethics accorded recognition to economic virtues and in so doing modified the traditional attitude towards social obligations. Individual responsibility was the keynote and the theory that distress was due more to what the Poor Law Commissioners of 1834 were to call "individual improvidence and vice" rather than to economic circumstances became firmly established.<sup>33</sup>

The eighteenth century saw the introduction of the workhouse, or poorhouse, on a large-scale. Acting under the authority of a local Act of Parliament, one Mr. John Carey erected a building called a workhouse in Bristol in 1697. The intention was to make inmates self-supporting by allowing them to live off the products of their labour. "The experiment failed in consequence of the inmates being too young, too old, or too infirm to work."<sup>34</sup> The general principle, however, of the "workhouse test" which gave power to overseers to refuse relief to all who declined to enter the workhouse became firmly established.<sup>35</sup>

It is clear that orphaned children were amongst those also intended

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<sup>32</sup> A Report of the Four Royal Hospitals for 1649 - quoted by E. M. Leonard in: "An Early History of Poor Relief" (Cambridge University Press, 1900) Page 269.

<sup>33</sup> R. H. Tawney, "Religion and the Rise of Capitalism" (Penguin Books, 1961) Chapter 4.

<sup>34</sup> John J. Clarke, "Public Assistance" (Pitman, 1934) Page 22.

<sup>35</sup> See 9 George I cap. 7 of 1722.

to be accommodated in workhouses. Section 29 of "Gilbert's Act"<sup>36</sup> provides:

"That no person shall be sent to such poorhouse .....  
except such orphan children as shall be sent thither by  
order of the guardian of the poor ....."

In 1797, Sir Frederick Morton Eden, concerned at what appeared to be a deteriorating situation with respect to the poor and at the increasing cost of the poor<sup>37</sup> rate, carried out a private survey into the prevailing conditions. He found that in Sunderland there were one hundred and seventy-six persons in the poorhouse of whom thirty-six were children under twelve. At All Saints, Newcastle upon Tyne, fifty-five of the hundred and fifty inmates were under twelve years.<sup>38</sup> In both workhouses children under twelve were employed in pin manufacture. The hours of work were appalling but they were no longer than those worked by non-pauper children outside.

In February 1832, a Royal Commission was appointed "to make a diligent and full enquiry into the practical operation of the laws for the relief of the poor in England and Wales"<sup>39</sup> and into the manner in which those laws are administered, and to report their opinion as to what improvements could be made." After two years deliberation, the Report of the Commission was signed and the Government proceeded to give effect to the proposals almost immediately. The principles of the subsequent Act of 1834 are well-known - "less eligibility", strict limitations on outdoor

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<sup>36</sup> See 22 George III cap. 83 of 1782.

<sup>37</sup> In 1750 the annual cost of poor relief per head of population was 2s. 2d.; in 1790 it was 5s. 11d.; in 1800 it was 8s. 5d.

<sup>38</sup> Quoted by Mary C. Hopkirk, "Nobody wanted Sam: the story of the unwelcomed child, 1530 - 1948" (J. Murray, 1949) Page 46.

<sup>39</sup> See "Report from His Majesty's Commissioners for inquiring into the Administration and Practical Operation of the Poor Laws" (Fellowes, 1834)

relief, administration by ad hoc local authorities with a central authority to supervise and issue guidance. Insofar as children are concerned, the indications are that in 1834, most destitute children were accommodated in workhouses<sup>40</sup> where their treatment differed little from that of other paupers. In evidence to the Commission, the Master of the workhouse of St. Pancras containing more than a thousand in-mates commented:

"There are three hundred children; if we get them places they throw them up, or misconduct themselves so as to lose them, and return to the workhouse as a matter of course, because they prefer the security and certainty of that mode of life to the slightest exercise of forbearance or diligence. As little or no classification can take place, the younger soon acquire all the bad habits of the older, and become for the most part as vitiated."<sup>41</sup>

The extent to which the Commission found evidence of specific provision for children is variable.

"The salary of the Masters of separate workhouses in towns does not usually exceed fifty or sixty guineas per annum; ..... and yet no special provision is usually made for the superintendents of the labour of the able-bodied, nor for the education of the children."<sup>42</sup>

However, some unions must have employed either schoolmasters or officers who paid regard to the welfare of the children:

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<sup>40</sup>The Report on the Continuance of the Poor Law Commission estimated 64,570 children under 16 accommodated in workhouses.

<sup>41</sup>"Report from His Majesty's Commissioners for inquiring into the administration and practical operation of the Poor Laws" (Fellowes, 1834). Page 51.

<sup>42</sup>"Report from His Majesty's Commissioners for inquiring into the administration and practical operation of the Poor Laws" (Fellowes, 1834) Page 307.

"The different effects of different modes of education and treatment upon the same descriptions of persons are strikingly exemplified in some portions of the evidence collected under this Commission, in which it is shown that whilst nearly the whole of the children of one parish where their education and training is neglected become thieves or otherwise pests of society, nearly the whole of the children of another parish where better care of them is taken, are ended industrious and valuable members of the community."<sup>43</sup>

This quotation illustrates the firmly held view that policy in relation to deprived children should root out the destitution underlying neglect and deprivation by providing education - education for employment.

The Commission described a poorhouse Governor whose qualifications clearly met with their approval. At Welwyn:

"a permanent overseer has been appointed, who is also the Governor of the poorhouse; he was sergeant in the Coldstream Guards, a married man, and not a parishoner. It is to the efficiency of himself and his wife that the success of the undertaking thus far must in a great measure be attributed. His chief qualifications are firmness, order, clearness and accuracy in his accounts, unconquerable resolution and integrity; and on the part of his wife, extraordinary cleanliness, and the sincere desire to better the condition of those (especially the young) under her care;"<sup>44</sup>

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<sup>43</sup>"Report from His Majesty's Commissioners for enquiring into the administration and practical operation of the Poor Laws" (Fellowes, 1834) Page 312.

<sup>44</sup>"Report from His Majesty's Commissioners for enquiring into the administration and practical operation of the Poor Laws" (Fellowes, 1834) Appendix A, Part II, Page 327.

Most of the children accommodated in workhouses were either orphans, bastards or deserted. There were several other groups whose parents were unable for one reason or another to discharge their responsibilities.

Table 1<sup>45</sup> gives details:

Table 1 Table showing the number of children resident in March 1840 within the workhouses of the Unions in Sir John Walsham's District.

	Boys	Girls
1. Bastards	224	215
2. Orphans	164	124
3. Children deserted by father	49	63
4. Children deserted by mother, and whose fathers are resident out of the Union workhouse, but have not deserted them.	9	2
5. Children deserted by father and mother.	13	10
6. Children of men undergoing punishment for crime.	7	9
7. Children of persons dependent on parochial aid on account of mental or bodily infirmity.	27	20
8. Children of able-bodied widows resident in Union workhouse.	33	27
9. Children of able-bodied widows resident out of Union workhouse.	20	24
10. Children of able-bodied widowers resident in Union workhouse.	4	2
11. Children of able-bodied widowers resident out of Union workhouse.	7	3
12. Children of able-bodied parents who are resident in the Union workhouse with their children.	35	23
13. Children belonging to large families of able-bodied fathers admitted into the workhouse as relief to parents.	4	3
14. Children not included in either of the above classes.	46	37
TOTALS	642	562

<sup>45</sup> Compiled from "Report to the Secretary of State for the Home Department, from the Poor Law Commissioners, on the Training of Pauper Children; with Appendices." (H.M.S.O., 1841) Page 418.



In commenting on this table, it should be remembered that the sole grounds for admitting a child to public care was destitution. There were no 'care or control' provisions but within the limitations which this sort of factor imposes on the value of comparisons the following table indicates the proportion of orphans, bastards and deserted children in public care in the northern region in 1840 with those in 1970.

Table 2 Table showing the proportions of orphans, bastards and deserted children in care in 1840 and 1970.

	No. of children in care in 1840	% of total number in care	No. of children in care in 1970 <sup>46</sup>	% of total number in care
Orphans	288	23.9%	46	1.5%
Bastards	439	36.5%	122	4.1%
Deserted	136	12.1%	359	12.0%
Others	331	27.5%	2455	82.3%

It is clear that the Poor Law Commissioners took their responsibilities towards these children seriously and in 1840 the Commission mounted a large-scale enquiry into the education of pauper children. This included requests for information in relation to staffing. In a letter to Assistant Commissioners, Edwin Chadwick wrote:

"The Commissioners are desirous of knowing whether well-trained teachers readily consent to accept the office of schoolmaster in Union workhouse and whether the difference in the nature of the qualifications required in the master of a workhouse and in a well-trained schoolmaster and the subordination of the latter to the former, are found to be favourable to the maintenance of

<sup>46</sup> Extracted from: "Summary of Local Authorities' Returns of Children in Care at 31st March 1970", Home Office Statistical Division. Page 4.

a good understanding between these two officers.

The number of children of an age to attend school in each workhouse forms part of the grounds on which the salaries of the schoolmaster and schoolmistress are determined.

The Commissioners are desirous of knowing what is the average number of children between the ages of three and fourteen years in each workhouse of your district; what are the average salaries of schoolmasters and schoolmistresses; whether separate apartments are provided for them; with what officers they associate at meals; what measures have been adopted to secure the services of well-trained teachers; whether the guardians have been successful in obtaining such assistance; and if so, where these teachers have acquired a knowledge of the matter and methods of instruction pursued in elementary schools."<sup>47</sup>

In the event, the enquiry revealed (or at least published) rather less information in relation to the qualifications, manner of living and experience of schoolmasters than might have been expected from Chadwick's instruction. However, it did show that difficulty was experienced in recruiting efficient schoolmasters and mistresses for the workhouse schools. Inadequate salaries were offered in comparison to the superintendents of small elementary schools and even where a larger salary was offered, teachers were unwilling to accept a situation where they would be subordinate to the Master of the workhouse. The requirement to live within the walls of the workhouse with the attendant restrictions was another factor disposing against the recruitment of effective people.

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<sup>47</sup>Letter to Assistant Commissioners from Edwin Chadwick, February 3rd 1840 printed in: "Report to the Secretary of State for the Home Department, from the Poor Law Commissioners, on the Training of Pauper Children with Appendices" (H.M.S.O., 1841)

The situation led the Poor Law Commissioners to recommend repeatedly to the Government the combination of Unions in order to establish District Schools,

"in which the orphan, illegitimate and deserted, and children of idiots, felons and persons physically disabled, might be reared in religion and industry, by masters and mistresses trained for the discharge of parental duties to these outcast and friendless children".<sup>48</sup>

Local practice came heavily under the influence of the Assistant Poor Law Commissioner for the North of England, Sir John Walsham. He contended that of the 36 unions in his district 25 accommodated less than 40 children. Such numbers were insufficient:

"..... to require the services, or rather to justify to the public the salaries, of competent teachers".<sup>49</sup>

Consequently, he arranged for the majority of children in workhouses to attend either national or endowed schools situated in the locality of the workhouse,

"thereby ensuring a fair amount of educational progress to the children, at the same time avoiding (sic) the ..... appointment of an ill-paid staff of uneducated workhouse teachers .....".<sup>50</sup>

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<sup>48</sup>"Report to the Secretary of State for the Home Department, from the Poor Law Commissioners, on the Training of Pauper Children with Appendices" (H.M.S.O., 1841) Page iv.

<sup>49</sup>"Report to the Secretary of State for the Home Department, from the Poor Law Commissioners, on the Training of Pauper Children with Appendices" (H.M.S.O., 1841) Page 414.

<sup>50</sup>"Report to the Secretary of State for the Home Department, from the Poor Law Commissioners, on the Training of Pauper Children with Appendices" (H.M.S.O., 1841) Page 415.

Arrangements made at local workhouses were:<sup>51</sup>

Table 3 Table showing arrangements for providing education for children in the northern region Unions

Names of Unions	Regular Schoolmaster appointed with salary	Regular Schoolmistress appointed with salary	Broken-down Teachers appointed with Salaries or Gratuities	Master and Matron of Workhouse act as Teachers	Pauper Inmates act as Teachers	Children attend National Schools	Children attend endowed and other Schools
Alnwick					*		
Alston							*
Auckland						*	
Belford				*		*	
Berwick-upon-Tweed	*						
Brampton						*	
Carlisle		*			*		
Castle Ward				*			
Chester-le-Street							*
Cockermouth		*					*
Darlington						*	
Durham						*	*
East Ward			*				
Gateshead						*	*
Glendale				*			
Hexham		*					*
Houghton-le-Spring						*	
Lanchester							*
Longtown					*		
Morpeth							*
Newcastle upon Tyne							*
Penrith					*		*
South Shields						*	
Stockton						*	*
Sunderland						*	
Teesdale						*	
Tynemouth			*				
Weardale						*	
West Ward				*			
Whitehaven					*		
Wigton							*
TOTALS	1	3	2	4	5	12	11

<sup>51</sup> Extract from Enclosure 2(b) to the Supplement to Sir John Walsham's Report on the State of Workhouse Schools, 1840 printed in: "Report to the Secretary of State for the Home Department, from the Poor Law Commissioners on the Training of Pauper Children with Appendices" (H.M.S.O., 1841)

The Kendal Union received a favourable mention:

"..... very great attention is paid to the moral and religious education and the industrial training of the children. A schoolmistress is appointed, with a salary, to each of the workhouses at Kendal and Milnthorpe. Not only reading, but writing, arithmetic and geography are taught and general information given in various branches of knowledge".<sup>52</sup>

It is clear, however, that Walsham was dissatisfied with the general arrangements for the care and education of children. He argued strongly for the power to combine Unions together to establish district schools. He claimed that this would provide children in sufficient numbers to attract suitable staff; it would overcome the problem of contact with other paupers, particularly the influence of older women on young girls; and that as over 850 of the 1,204 pauper children in the northern district were either orphaned, bastards or deserted "the suppositious hardship of separation from their families could not apply".

In 1844, the Poor Law Commissioners got their way to a limited extent with the passing of an Act authorising the establishment of District Schools. It is interesting to note, however, that when the Royal Commission on Education of 1861 published its report, only six districts had been formed, none of them in the North of England despite "encouragement" from

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<sup>52</sup> Extract from Enclosure 2(b) to the Supplement to Sir John Walsham's Report on the state of Workhouse Schools, 1840 printed in: "Report to the Secretary of State for the Home Department, from the Poor Law Commissioners on the Training of Pauper Children with Appendices" (H.M.S.O., 1841) Page 385.

the Poor Law Board.<sup>53</sup> In fact the large district school was not to become popular. Throughout the 1860's and 1870 the majority of children were accommodated in workhouse schools of which only 30 throughout the country as a whole were detached from the workhouse itself.

The District School is significant insofar as it represents the influence of educational policy on poor law practice. Perhaps of greater significance is that whilst the District School was not largely adopted and was eventually discredited it gave rise to the building of large "barrack" homes on the prevailing educational principle of large numbers (over 200 places) of children sharing the same living quarters and sleeping in big dormitories.

In 1874 a new form of accommodating children was brought to notice by the Report of a Local Government Board Inspector Mrs. Nassau Senior on the allegedly bad effect of Poor Law schools on the character of girls. She advocated an extension of boarding out, the breaking up of the existing schools and the establishment of:

"..... schools of a more homelike character, arranged on the Mettray system, each house containing not more than from twenty to thirty children of all ages".<sup>54</sup>

This cottage home principle and a variation on its theme - the "isolated homes" system was to gain rapid favour as an alternative means of caring for deprived children. It held sway until the 1950's when superceded by the Family Group Home concept. Locally, Cottage Homes were

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<sup>53</sup> For example:- "First Report of the Poor Law Board"\*\* (1848) Page 7.  
"Eighth Report of the Poor Law Board"\*\* (1855) Page 9.

<sup>54</sup> "Third Report of the Local Government Board"\*\* (1873)

\*\*Poor Law Commissioners were established in 1834 and were superceded by the Poor Law Board in 1848. This Board was merged in 1871 with the Local Government Act Office - a department of the Home Office and the Medical Department of the Privy Council Office to form the Local Government Board. In 1919 the Board was merged with the Insurance Commissioners to constitute the Ministry of Health.

established by Newcastle, South Shields, Middlesbrough, Durham and Gateshead. Their development is significant for the purpose of this study in that cottage homes employed what can be regarded as the earliest house parents or residential child care officers.

By the turn of the century three major systems of educating and training poor law children can be identified:

Workhouse Schools  
District Schools  
Cottage Homes

and the staffing of each of these types of establishment warrants examination.

#### Workhouse Schools

Writing in 1897, Sir William Chance<sup>55</sup> listed similar problems in the recruitment of efficient teachers as the Royal Commission on Education found 40 years earlier. The schoolmaster was subordinate to the workhouse master in a number of respects yet frequently superior in terms of education. Moreover, schoolmasters were often required to live inside the workhouse and their liberty was restricted by regulations. Mr. J. R. Mozley, Inspector for the Northern District wrote on this subject in his report of 1875.<sup>56</sup>

"..... it appears to me unreasonable that a schoolmaster of upwards of thirty years of age should be compelled to be within the workhouse walls at nine o'clock or half past nine every night; or that he should on every occasion be obliged to ask leave of the master of the workhouse before he can go outside. Such regulations are not unknown in workhouses and though they may not

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<sup>55</sup>Chance, W., "Children under the Poor Law" (Swan Sonnenschein, 1897) Page 51.

<sup>56</sup>"Fifth Report of Local Government Board", (1875) Page 142.

be unreasonable as regards some officers of the establishment, a schoolmaster might properly be considered to occupy a higher position than a porter or cook".

A later report of Mr. Mozley in 1883 suggests that it was common for the schoolmaster to be engaged in looking after boys from the time when they got up in the morning to the time when they went to bed at night.<sup>57</sup>

The overall difficulty of securing competent teachers in workhouse schools was eased by the decision in 1889 to give provisionally certificated teachers who had been trained in training colleges their parchment certificates on the basis of service in Poor Law Schools, but the Webbs' writing in 1909 referred to continuing difficulties. In the Minority Report of the Poor Law Commission of 1909, part of the argument which Mrs. Sidney Webb and her dissenting colleagues used to support their view that poor law functions relating to children should be transferred to local education authorities, was the difficulty of attracting suitable teachers in sufficient numbers with appropriate qualifications to Poor Law Schools.

"The salaries of the headmaster of the large Poor Law Schools, like those of the assistants, are habitually very appreciably lower than those paid by the Local Educational Authorities around them for work of equal magnitude and difficulty; whilst the holidays in the Poor Law Service are shorter, and the teachers are usually expected to perform much of the work which properly belongs to paid attendants."<sup>58</sup>

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<sup>57</sup> See "Twelfth Report of the Local Government Board" (1882) Page 76.

<sup>58</sup> Ed. Sidney and Beatrice Webb, "The Break-up of the Poor Law: being part one of the Minority Report of the Poor Law Commission" (London, 1909) Page 161.



In some workhouses a schoolmistress was employed. Chance claims that often she was the workhouse master's daughter<sup>59</sup> and her duties appear to have been the same as those of a schoolmaster. It is clear that where a schoolmaster/mistress was employed he cared for the children for much of the time. The General Order of 1847 had provided for this. In addition to regulating the discipline and arrangements of the school, the schoolmaster or mistress was to:<sup>60</sup>

"accompany the children when they quit the workhouse for exercise, or for attendance at public worship ..... and to keep the children clean in their persons, and orderly and decorous in their conduct".

Half an hour after the rising bell they were requested to inspect the children.<sup>61</sup> An advertisement of 1853 reads:<sup>62</sup>

Sunderland Union  
Schoolmistress Wanted

A respectable WOMAN or SCHOOLMISTRESS for the WORKHOUSE, fully competent to instruct the Girls in Knitting, Sewing, Reading, Writing and Arithmetic and to give such other instructions as will fit them for Service, and train them to habits of Usefulness, Industry and Virtue. The SALARY will be £20 per annum or such other Annual Sum as the Committee of Council on Education shall, on receiving the Report of Her Majesty's Inspector of Workhouse Schools, determine. The duties to commence on Saturday, 28th May instant.

Applications in the candidate's own handwriting together with Testimonials as to character and ability must be sent by letter, post-paid, to me, on or before Thursday, the 19th day of May instant. Particulars of the mode in which the extra salary will be regulated,

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<sup>59</sup>Chance, W., "Children under the Poor Law" (Swan Sonnenschein, 1897) Page 69

<sup>60</sup>General Consolidated Order of the Poor Law Commissioners, 24th July 1847 printed in: Maude, W.C., "The Poor Law Handbook" (Poor Law Officers Journal, 1903) Article 212 Nos. 3 and 4.

<sup>61</sup>Article 103.

<sup>62</sup>Advertisement placed in "Durham Advertiser", 13th May 1853.

may be had on application to me.

By order of the Board,  
Nicholas C. Reed,  
Clerk to the Board of Guardians

Board Room, Sunderland, 6th May 1853.

The other member of the workhouse staff likely to have direct care of children was the Matron. She had a duty<sup>63</sup> to assist the schoolmaster and it appears that this duty was discharged by training older girls for domestic service.

"..... for a year or eighteen months before being sent out they are individually trained to do housework in the Matron's own rooms under her own eye."<sup>64</sup>

In the last decade of the nineteenth century, workhouse schools were abolished fairly rapidly. Improvements in public elementary education following the Education Act, 1870 led Guardians to send their children out to these schools, particularly in the rural areas. The Local Government Board stated in its annual report for 1887-88 that more than one third of the workhouse schools in Northumberland had been closed and the children sent to elementary schools. There was increasing pressure to remove children from workhouses altogether. In a circular on the Aged Deserving Poor, 4th August 1900, the Local Government Board urged upon Guardians the desirability of removing children from workhouses and reminded them "that by the provision of Cottage Homes, by the Hire of Scattered Homes, by Boarding-Out and Emigration, ample means are afforded by which children may be entirely removed from association with the workhouse and with workhouse surroundings".<sup>65</sup>

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<sup>63</sup> General Consolidated Order of the Poor Law Commissioners, 24th July 1847 printed in: Maude, W.C., "The Poor Law Handbook" (Poor Law Officers Journal, 1903) Article 210 No. 3.

<sup>64</sup> Chance, W., "Children under the Poor Law" (Swan Sonnenschein, 1897) Page 81.

<sup>65</sup> Quoted by Maude, W.C., "The Poor Law Handbook" (Poor Law Officers' Journal, 1903) Page 112.

Where children could not be removed from the workhouse but did attend local schools (and this applied in the majority of Unions in the Northern District) the absence of teaching staff within the workhouse resulted in a general lack of care and guidance for children outside school hours. There were some financial considerations:

"An officer appointed for this duty only must be paid out of the local rates, whereas the school teacher, whose duties include such superintendence, is a charge upon the State, and the temptation to guardians to save the rates is strong."<sup>66</sup>

The fact that the writer continues by stating that in all but very small workhouses an officer is needed for out of school hours superintendence might be regarded as an indication that the Guardians opted to save the rates.

#### District Schools

Reference has already been made to the limited extent to which the district school system was adopted, particularly in the provinces. From the time the Royal Commission reported in their favour in 1861, to the last one opening in 1877, the Central Authority had urged their adoption and Boards of Guardians had steadily resisted their imposition on them<sup>67</sup> principally on grounds of expense.

The higher cost arose partially out of the relatively better qualifications and training of staff in district schools, particularly those which Inspectors of the Local Government Board held up as examples of all that was excellent in the district school system. In a letter to the "Poor Law Officers Journal",<sup>68</sup> the Chairman of the Sheffield Board of Guardians, Mr. J. Wycliffe Wilson, gave the following figures (comparisons for 1969/70 have been added):

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<sup>66</sup> Florence Davenport-Hill, "Children of the State" (Macmillan and Company, 1889) Page 43.

<sup>67</sup> See for example: "Twenty-first Report of Poor Law Board" (1855) Page 103.  
 "First Report of Local Government Board" (1848) Pages 222, 231.  
 "Sixth Report of Local Government Board" (1853) Page 96.

<sup>68</sup> "Poor Law Officers Journal" (14th August 1894).

Table 4 <sup>69</sup> Table comparing average weekly cost per child in  
3 different types of home 1895/96 with the average weekly  
cost in the financial year 1969/70

	Sheffield Children's Homes		Marston Green Cottage Homes		Forest Gate District School		Average for County Boroughs in England
	For 52 weeks - to 28th March 1896		For 52 weeks - to Lady-day 1895		For 52 weeks - to Lady-day 1895		Financial Year 1969/70
	Total Cost £	Average s. d.	Total Cost £	Average s. d.	Total Cost £	Average s. d.	Average s. d.
Children							
Provisions	1339	1. 11 $\frac{15}{16}$	1628	1. 6 $\frac{1}{2}$	4292	2. 4 $\frac{1}{2}$	) 67. 11
Necessaries	403	0. 6 $\frac{15}{16}$	663	0. 7 $\frac{1}{2}$	1678	0. 11 $\frac{1}{2}$	
Clothing	437	0. 7 $\frac{1}{2}$	519	0. 5 $\frac{1}{2}$	1232	0. 8 $\frac{1}{2}$	
General Charges	108	0. 1 $\frac{1}{8}$	383	0. 4 $\frac{1}{2}$	1412	0. 9 $\frac{1}{2}$	
Officials (all charges)							
Superintendent, Matron,)							)
Medical Officers, )							)
Joiner, Handyman, )							)
Groom and Gardener, )	431	0. 7 $\frac{3}{8}$	1433	1. 4 $\frac{1}{2}$	) 5165	2. 10 $\frac{1}{2}$	) 141. 9
Laundress and Sewing )							)
Mistress )							)
Laundry and Washerwomen	312	0. 5 $\frac{1}{2}$					)
Foster Parents	1117	1. 7 $\frac{3}{8}$	1264	1. 2 $\frac{1}{2}$			)
Repairs	126	0. 2 $\frac{3}{16}$	388	0. 4 $\frac{1}{2}$	1200	0. 7 $\frac{1}{2}$	) 40. 11
Furniture and Property							)
Renewals	71	0. 1 $\frac{3}{16}$	366	0. 4	675	0. 4 $\frac{1}{2}$	)
		6. 2 $\frac{5}{16}$		6. 3		8. 8 $\frac{1}{2}$	)
Rents of Scattered Homes	385	0. 6 $\frac{3}{8}$					) 20. 4
Repayment of Loans, with							)
interest	954	1. 4 $\frac{3}{8}$		2. 1 $\frac{1}{2}$	1787	1. 0	)
		8. 1 $\frac{5}{16}$		8. 4 $\frac{1}{2}$		9. 8 $\frac{1}{2}$	270. 11

<sup>69</sup> Table compiled from: Institute of Municipal Treasurers and Accountants.  
Children's Services Statistics 1969/70. (Published jointly by the Institute of  
Municipal Treasurers and Accountants and by the Society of County Treasurers,  
January 1971) and:  
Chance, W., "Children under the Poor Law" (Swan Sonnenschein, 1897)

Mr. Wilson's motive in supplying these figures was to demonstrate that the "isolated homes" system which had been adopted in Sheffield compared favourably in terms of cost with other methods although the proportionate cost of staffing is higher. The figures in general are useful in that they provide one of the few detailed breakdowns of costs available.

Table 5    Table showing the cost of staffing Children's Homes in proportion to overall costs

	Weekly average staffing costs	Weekly average total costs	Percentage of staffing to total costs
Sheffield Children's Homes - Average for 1896	32d.	97d.	33
Marston Green Cottage Homes - Average for 1895	31d.	101d.	30
Forest Gate District School - Average for 1895	35d.	117d.	30
Average for Children's Homes in England 1969/70	142s.	271s.	52

Table 5 relates the staffing to overall costs and the figures for 1969/70 are interesting in that they indicate that the cost of providing staff for children's homes has risen from around 30% of the average weekly cost to over 50%.

In relation to the type of staff employed, a useful insight is provided by the report of a deputation from the Newcastle Board of Guardians made in 1894 to the Swinton Schools which accommodated around 700 children aged 2 to 15/16 years.

"For general purposes the staff consists of ten certificated teachers, three laundry women, one housemaid, the officer's cook, the master's servant, four nurses, a children's cook and a dining hall attendant.

For the boys:- A boys' superintendent (out of school), a band and drillmaster, a tailor, two shoemakers, one farmer with two assistants, a painter, a plasterer, an engineer with two assistants and a joiner.

For the girls:- a superintendent of girls (out of school), a girls' wardrobe keeper and a sewing mistress with two assistants.

For the infants:- one day attendant and one night attendant."<sup>70</sup>

The variety and types of staff indicates the width of trades taught to the boys. Girls were instructed in cooking and household chores, partly to maintain the large institution and partly in preparation for the job of domestic servant on discharge. There were six applications for every girl available.<sup>71</sup>

The staffing structure of the schools is interesting in that it reveals the recognition of a need for staff in addition to teachers and trade instructors to care for children. This is particularly reflected in the office of superintendent (out of school) and attendants.

#### Cottage Homes

It is in the gradual development of cottage homes during the latter quarter of the nineteenth century that the distinctive role of a person to care for children out of their school hours can be established.

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<sup>70</sup> Report of Newcastle Deputation, 1894 quoted in W. Chance, "Children under the Poor Law" (Swan Sonnenschein, 1897) Page 134.

<sup>71</sup> "Twenty-first Report of the Local Government Board" (1891) Page 89.

With reference to cottage homes, the Report of the Departmental Committee on Metropolitan Poor Law Schools (Mundella Committee) described them as:

"..... a little colony of separate homes substituted for one large residential establishment".<sup>72</sup>

The children were housed in cottage-like buildings - many designed after Dr. Barnardo's Girls' Village Homes at Barkingside. They were virtually children's villages. The cottages or villas were usually built around a "village green" with a school, a chapel, a laundry, a bakery and workshops on the same site. Each cottage was

"superintended by paid officers of the Guardians, who act as foster parents to the children and are called 'fathers' and 'mothers'. The boys' cottages are generally placed under the care of a married couple, the husband being as a rule one of the industrial trainers, while the girls' cottages are each superintended by a single woman or widow".<sup>73</sup>

Additional staff would include the porter, a variety of industrial trainers and teachers. The latter were generally non-resident whilst the former were also foster parents. The entire complex was under the control of a superintendent who occupied both a house of his own and a highly esteemed position.

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<sup>72</sup>"Report of the Departmental Committee on Metropolitan Poor Law Schools" (1896) Page 101.

<sup>73</sup>Chance, W., "Children under the Poor Law" (Swan Sonnenschein 1897) Page 135. This practice stood the test of time. There is a cottage homes' complex in the Midlands where this method, with little variation was in existence in 1971.

An interesting commentary on staffing is contained in a parliamentary report of 1878 about the Princess Mary Village Home at Addlestone:

"The whole system being based on the family group, the housemothers are the pivot on which it turns. In the selection of these important officers, Mrs. Meredith (the founder) as a rule prefers widows, with or without children as best calculated to gain the hearts of the children and to represent the nearest approach to the natural mother. The salaries are small (£6 - £12 per annum) but the advantages of healthy habitations, together with the privilege which the mothers possess of having a child of their own in the school free of expense are sufficient to secure an ample supply of candidates for the vacancies that from time to time occur."<sup>74</sup>

The Princess Mary Village Homes were, however, voluntary establishments not provided under the Poor Law. John Stroud expresses the view.

"The (voluntary) societies gave on the whole much more care to the selection of staff than did the Poor Law authorities: and indeed, by offering a type of missionary work they seemed able to recruit more intelligent and better educated people. They nearly always insisted that staff were confirmed or communicant members of the appropriate church. They tended, nevertheless, to select somewhat austere, highly moral persons, the factor of "sound moral influence" being of overriding importance."<sup>75</sup>

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<sup>74</sup>"Education of Children (Poor)" Return to an Order of the Honorable the House of Commons, dated 15th July 1878 quoted by Heywood, Jean S. in "Children in Care" (Routledge and Kegan Paul, 1959) Page 74.

<sup>75</sup>Stroud, J., "Services for Children and their Families" (Pergamon Press, 1973) Page 104.



A variation of the cottage homes principle was the system of 'isolated homes' where instead of the cottages being on one campus, they were scattered around the 'healthy districts of the Union'. Here again, foster mothers were employed. They were married women whose husbands were local tradesmen. The homes were supervised by a superintendent officer and matron who made frequent visits to the isolated homes.

From the beginning of the twentieth century to the end of the Second World War, a fairly clear pattern developed. Not only were workhouse schools on the wane but the practice of maintaining children (other than young infants) in general workhouse accommodation diminished quite rapidly.<sup>76</sup> The Royal Commission of 1909 enquiring into the Poor Law recommended that effective steps be taken to ensure that the maintenance of children in the workhouse be no longer recognised as a legitimate way of dealing with them and a Poor Law Institutions Order of 1913 prohibited children between the ages of 3 and 16 years from being accommodated in a general workhouse for more than 6 weeks. The District School fell from grace and although a few were still in existence when the Curtis Committee reported in 1946 others had either closed (mainly on the grounds of expense) or become "barrack" homes. The type of children's establishment accommodating the largest number of children maintained at public expense was the grouped cottage home with the 'scattered' or 'isolated' home being a close second. On 1st May 1946<sup>77</sup> the numbers of children in local authority care<sup>78</sup> were:

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	<u>Children under 3 in workhouses</u>	<u>Total number of indoor children</u>
31st March 1906	11,072	58,991
1st January 1913	8,206	70,676

Quoted from "Forty-Second Annual Report of the Local Government Board 1912-13" by Jean S. Heywood in "Children in Care" (Routledge and Kegan Paul, 1959) Page 119.

<sup>77</sup> Figures taken from: "Report of the Care of Children Committee" Cmnd. 6922 (H.M.S.O., 1946)

<sup>78</sup> Additionally in the voluntary homes were about 15,000 non-Poor Law Children.



## RESIDENT

Superintendent	£190)	Plus a domestic	79
Matron	£110)	servant	
Painter Foster Father	£80		
16 Foster Mothers	£45	rising by £2 annually	
		to £55	
Assistant Foster Mother	£35		
Laundress	£55		
Assistant Laundress	£45	rising by £2 annually	
		to £55	
Relief Foster Mother and First			
Aid Instructress	£70		

## NON-RESIDENT

Gardener who lived at the Lodge	£145	with house, coals, light and vegetables
Tailor	£185	
Shoemaker	£185	
Medical Officer	£100	
Bandmaster	£50	
Dental Surgeon	£60	
Religious Instructor	£65	

and the cottage staff were deployed:

Name of Cottage	No. of Children	Foster Parents
1. Lilac (Girls)	11	Mrs. Hogarth
2. Pansy "	12	Mrs. Harrison
3. Rose "	14	Miss Reed
4. Ivy " (Occupied by Shoemaker)		
5. Tulip "	14	Miss Dean
6. Crocus "	13	Miss Verow
7. Iris "	14	Miss Telford
8. Snowdrop "	13	Miss Richardson
9. Violet "	5	Mrs. Storey (Dress-maker)
10. Laburnum (Babies)	18	Mrs. Robinson and Miss Brough (Assistant)
11. Daisy (Boys)	16	Mrs. Hunn
12. Lily "	16	Miss Crawford
13. Bluebell "	15	Mr. and Mrs. Turner
14. Primrose "	14	Miss Jenkins
15. Ash "	15	Miss Pullar
16. Beech "	14	Miss Carter
17. Elm "	14	Mrs. Jeffrey
18. Oak " (Occupied by Tailor)		
	<u>218</u>	

<sup>79</sup> Durham County Council, Public Assistance Committee, "Medomsley Cottage Homes Committee Vol. 1" Page 8. Stored in the County Record Office, County Hall, Durham.

No teaching staff were employed because the children attended local schools in Medomsley and Consett. Girls over school age received instruction in dressmaking, laundrywork and domestic training. Older boys received instruction in gardening, tailoring, shoemaking and painting.

No specific information is available about the qualifications of the staff employed. Certain features may however be deduced. On the resignation of a Superintendent and Matron in September 1933, an advertisement was placed for successors which required applicants to

"..... be resident within the administrative Area of the County of Durham ..... be man and wife and preference will be given to persons with experience in the administration of Homes and in the treatment of children ..... The Superintendent must be competent to fulfil the duties of the office and to keep the several books and accounts. He will be expected to display a lively interest in the children, to co-operate with Industrial Trainers in organising and carrying out plans for industrial training, to arrange and supervise their sports, to comply with the rules of the Establishment and generally, to enter whole-heartedly into the work he undertakes.

The Matron must be competent to undertake the whole of the domestic arrangements of the Homes and to supervise the work of the female staff."<sup>80</sup>

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<sup>80</sup> Ibid. 1933 Minute 162.

NOTE:

An additional factor of interest though not immediate relevance was that the 218 children were categorised:

Orphans	16
Deserted	14
Legitimate	81
Illegitimate	104
Others	3
	<hr/>
	218
	<hr/>

Of the other staff it might be assumed that the tailor and shoemaker were themselves tradesmen although the salary differential would suggest that the Painter Foster Father was not. No specific qualifications were prescribed for foster mothers although there are indications that such an appointment was much sought after. An advertisement in 1932 brought 30 applications for one post. The seven short-listed applicants varied in age from 22 to 48 (marital status unknown) and two already held appointments in the residential care of children. It seems likely that one of the factors attracting women to the position of foster mother was the emolumental perquisites. The latter included residence, rations and washing:

"Each Foster Mother is entitled to draw each week food on a basis approved by themselves to the value of 10/6d. and other food to their own choice to the value of 4/6d., making a total food allowance value 15/-d. per week. This food being obtained under Contracts is at wholesale prices, and it may be mentioned that meat costs 8d. to 1/-d. per lb. and milk little more than 1½d. per pint. All necessities such as Coal, Soap and Lighting are in addition to the food allowance. For the purposes of the Superannuation Act the emoluments are valued at £70 per annum."<sup>81</sup>

It is to be assumed from the above that each foster mother made an individual selection from the commodities available to the value of 10/6d. and then indented for specific items of their own choice to the value of 4/6d.

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<sup>81</sup>Ibid. Minute No. 54 June 1933.

Table 6 Table showing comparative rates of pay

	<sup>82</sup> Minimum Salary (1933)		<sup>82</sup> Residential Emoluments (1933)	<sup>82</sup> Total (1933)	<sup>83</sup> Index of basic wage rates (1970) applied to 1933 Total	<sup>84</sup> Maximum Salary 1970
	£		£	£	£	£
Superintendent	190	+	70	= 260	1755	2124
Matron	110	+	70	= 180	1215	1554
Instructor	185			185	1250	1413
Foster Mother	45	+	70	= 115	777	1305
Foster Father	80	+	70	= 150	1012	1305

Table 6 reveals a number of factors. It shows the salaries paid to various staff in 1933. There is a noticeable differential between the amount paid to the foster mothers and the amount paid to the superintendent. This reflects the relative status of the latter and if the joint income of the superintendent and matron is considered together with the value of subsidised emoluments then there are clear indications of the reasons why the chief officers of a cottage home campus were held in high esteem.

The table also applies the index of basic wage rates of all manual workers prevailing in 1970 to the 1933 salaries and if these figures are considered alongside the salaries for comparable posts in 1970 some interesting developments emerge. The value in real terms of a housemother's salary in 1970 is almost double that which it would have been had salary rises for housemothers just kept pace with average increases in basic wage rates. All grades of residential workers improved their position with, as

<sup>82</sup> Details of salaries and emoluments charges can be found in the records of the Medomsley Cottage Homes Committee, Vol. 1, Minute No. 128 of 27th December 1945.

<sup>83</sup> The indices of basic wage rates of manual workers are given in "Annual Abstract of Statistics" published by the Central Statistical Office (published by H.M.S.O.) for each year. The formula used in Table 6 has been calculated from a study of the abstracts from 1933-1970.

<sup>84</sup> The 1970 salary levels are given in "National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services. Scheme of Conditions of Service for Staffs of Children's Homes" Seventh Edition (Published by the National Joint Council, January 1971).

might be expected, the women faring better than the men overall and both foster mothers (housemothers) and foster fathers (housefathers) making the greatest headway. The last situation supports the view that increasing recognition is given to staff engaged in the child caring process.

The foster mothers' duties closely resembled those of the mother of a large family. Although they had specified "off-duty" times (a long week-end every 8 weeks and a half-day each week) they were actually resident with the children for whom they cared and were in effect on duty at any time they were within the curtilage of the Homes. The role of the foster mother was clearly seen as that of substitute mother figure and as time went by it became fashionable to employ as trade instructors, men who were the husbands of foster mothers and thus became foster fathers. When the cottage homes were eventually closed and replaced with 30 family group homes situated throughout Co. Durham, the practice of employing married women as housemothers with husbands following their own occupation and receiving free emoluments in lieu of duties as a part-time housefather was widely adopted and is in current use.

In the meanwhile, there were a number of developments taking place on the national front which would contribute further to the transformation of the substitute mother into the residential child care officer.

In 1944, against the broader backcloth of preparation for post-war re-construction, a number of people were engaged in endeavouring to improve not only the future lot of "..... children who from loss of parents or from any cause whatever are deprived of a normal home life with their parents or relatives ....."<sup>85</sup> but also the staff who cared for them.

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<sup>85</sup> Extract from Warrant of Appointment of the "Care of Children Committee" (Curtis Committee) issued by Herbert Morrison et al on 8th March 1945.

Lady Allen of Hurtwood in her famous letter to 'The Times' of 15th July 1944 referred to "..... the staff who are (sic) for the most part, overworked, underpaid and untrained ....."<sup>86</sup>. The Curtis Committee, who published their findings two years later were to endorse Lady Allen's observations. The Committee had some derisory comments to make about the type and conditions of many buildings in use as children's institutions but it regarded the unsuitability of staff and their inadequate numbers as being more serious in their effect upon children. Of the 451 institutions visited by the Committee "In very few ..... did the number and qualifications of the staff seem to be even fairly adequate."<sup>87</sup> Some authorities appeared to have experienced difficulty in obtaining staff and in several of the larger poor law institutions it was found that the staff had been forced to use the help of adult inmates of the institutions. (Although the law limited the placement of healthy children over the age of 3 years to those admitted in an emergency or as a temporary measure and prohibited the retention of a child for more than 6 weeks,<sup>88</sup> war-time conditions had given rise to problems which meant that many older children were in workhouses for longer than the permitted period.) In some children's homes the Committee members were left in no doubt that a number of girls were kept on after they had reached school leaving age for the ostensible purpose of training for domestic service when, in fact, they were undertaking the routine work of the house and "minding younger children without adequate payment, fixed spare time and little attention to training".<sup>89</sup>

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<sup>86</sup> Extract from letter written by Marjory Allen of Hurtwood to the Editor of 'The Times' - July 15th 1944.

<sup>87</sup> Report of the Care of Children Committee Cmd. 6922 (H.M.S.O. 1946) Para. 151.

<sup>88</sup> Public Assistance Order 1930 as amended by the Public Assistance (Amendment) Order 1945.

<sup>89</sup> Report of the Care of Children Committee Cmd. 6922 (H.M.S.O. 1946) Para. 191.



The Curtis Committee had evidence that in some Homes, the poor accommodation provided for the staff was partly responsible for the serious shortage of personnel.<sup>90</sup> Whilst a shortage was generally observed in all the Homes visited, nurseries were more fully staffed than other types. One explanation for this was that the nurseries were often training centres as well. With very few exceptions the only kind of specialised training for the care of children possessed by any members of staff was that of State Registered Nurse or Nursery Nurse and the policy of providing 'on the job' training clearly guaranteed some availability of the latter. A few Masters and Matrons held the Certificates of the Poor Law Examinations Board for Institution Officers.<sup>91. 92</sup>

The Committee did acknowledge that lack of training was sometimes compensated for by special personal ability and it praised the efforts of some staff in endeavouring to maintain high standards of care and welfare under exacting circumstances. Against this, however, the Committee visited a large number of Homes in which the staff possessed neither personal nor educational qualifications for the care of children. Examples were quoted<sup>93</sup> to support this view and the balance of opinion expressed:

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<sup>90</sup>Report of the Care of Children Committee Cmnd. 6922 (H.M.S.O. 1946) Para. 174.

<sup>91</sup>Ibid. Para. 176.

<sup>92</sup>It should be noted that these comments related to statutory provision. The situation in voluntary homes was found to be a little better in that around half the Superintendents visited had received training in some way albeit for the purpose of their religious orders or denominations, or as nurses, Moral Welfare Workers or teachers. See Para. 237 of the Curtis Committee's Report.

<sup>93</sup>Report of the Care of Children Committee Cmnd. 6922 (H.M.S.O. 1946) Para. 178.

"We regard the whole of our report on these Homes as to some extent illustrative of the effects of the employment of staff without adequate qualifications .....<sup>94</sup> The task has not been regarded as one calling for any special skill and many of the children have suffered in consequence."<sup>95</sup>

On 4th January 1946 the Committee presented an Interim Report on the subject of Training in Child Care<sup>96</sup> which set out the lines upon which suitable training might be achieved. Further reference is made to this on Page 57.

The principal recommendations of the main Report of the Curtis Committee were embodied in the Children Act of 1948. The Act provided a new framework based on principles of administrative unity, the value of the natural family and individual need. The fact that reception into the care of the local authority was made on the basis of an assessment of need rather than a test of destitution meant that many more children were brought within the interpretation of the Act. Moreover, local authorities now had an inescapable duty to receive into care as a permissive measure those children whose parents were temporarily or permanently unfit or unable to care for them.<sup>97</sup> The Courts also began to make increasing use of their powers to commit both young offenders and children neglected or beyond control to the care of the local authority on Fit Person Orders. In 1946 the Curtis Committee estimated the numbers of deprived children in the

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<sup>94</sup>Ibid. Para. 177.

<sup>95</sup>Ibid. Para. 419.

Over twenty years later the same point was being made: "The greatest difficulty is in recruiting a sufficient number of suitable staff ....." See "Staffing of Local Authority Children's Departments". A report by the Scottish Advisory Council on Child Care. (H.M.S.O. 1968) Para. 15 Page 10.

<sup>96</sup>Training in Child Care: Interim Report of the Care of Children Committee Cmnd. 6760 (H.M.S.O. 1946)

<sup>97</sup>Section 1(1), Children Act 1948.

care of local authorities to be about 45,000. By November 1949 the numbers had risen to 55,255 and by 1953 they had reached a figure of 65,309.<sup>98. 99</sup>

These increasingly heavy numbers threw a great strain on the new Children's Departments and particularly on the available accommodation already "undernourished" as a result of the War. But not only was there the physical facts of buildings, some of which had stood for 50, 75 even 100 years with their own history and traditions but more significantly for the purposes of this study there was consideration of staff who had worked in the buildings under a very different sort of dispensation from that envisaged by the Curtis Committee and Children Act 1948. To many residential staff, the Act was an implied critical judgement on their life's work and there were strong feelings of hostility and resistance. An interesting contemporaneous account is provided by Donald Ford, an original member of the London County Council's Children's Committee and later its Chairman.<sup>100</sup>

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<sup>98</sup> Jean S. Heywood "Children in Care" (Routledge, 1959) Page 161.

<sup>99</sup> The figure for 1953 was an all-time high (until 1972) in that it represented a rate of 6.2 per 1000 population under 18 years. Between 1953 and 1960 there was a downward trend to 61,729 representing 5.0 per 1000 population under 18. The figures then took an upward direction on which they are continuing:

1965:	67,099	-	5.1	per 1000 pop. under 18
1970:	71,210	-	5.3	per 1000 pop. under 18
1972:	86,504	-	6.37	per 1000 pop. under 18

See "Summary of Local Authorities' Returns of Children in Care" Home Office Statistical Branch for each year.

<sup>100</sup> Donald Ford, "The Deprived Child and the Community" (Constable, 1955) Page 79.

"The members of this staff individually and collectively, had given a great deal to the work of caring for children; they had made their own lives and livelihoods within the walls of these same older-type institutions. Many of them were not a little bewildered and most, even if not openly, were suspicious of what was happening or about to happen; some of them were resentful and angry."

There were other changes which had far reaching implications for residential staff. As a result of the Curtis Committee's Interim Report on Training a national scheme for the training of residential staff was instituted. The Home Office set up the Central Training Council in Child Care which established courses in residential child care for houseparents lasting 14 months and leading to the award of a certificate. Donald Ford comments:

"The arrival of these trained workers in the Children's Homes was salutary but there were difficulties of adjustment. The older members of staff who had learnt about the art of caring for children solely by working with them, were to a degree suspicious of people with diplomas who came into the work as embodiments of the new ideas but with very little understanding, comparatively, of the practical needs of life in Children's Homes."<sup>101</sup>

Residential care for children entered into a period of rapid change. Faced with large numbers of children requiring a substitute home:

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<sup>101</sup> Donald Ford, "The Deprived Child and the Community" (Constable, 1955) Page 89.

"The immediate provision of shelter and care became an overriding anxiety, accentuated by the lack of staff. In this situation local authorities turned their attention ..... to the provision of the right kind of residential care and the improvement of its quality ..... The Committees, therefore, first concentrated on closing down the unsuitable premises they had inherited and in moving the children into newly built or newly adapted homes more suited to the needs of the child in care."<sup>102</sup>

The old poor law residential nurseries, many of them situated in the grounds of old workhouses and public assistance institutions, together with the large children's homes,<sup>103</sup> including the big cottage homes sites were the first to go. Replacement nurseries and small children's homes (often family group homes where a housemother shared virtually her entire life with her group of seven or eight children) were opened. This development called for the recruitment of staff to fulfil a different purpose to that of the cottage home foster mother. Although many family group homes were 'integrated' in the sense that they were situated on housing estates and indistinguishable in external appearance from a pair of council houses, the housemother was comparatively isolated. Aspects of residential community living, so obvious in the cottage homes system were missing, as were the central administrative, menu planning and bulk ordering facilities. The continuing presence and overriding influence of the superintendent as disciplinarian and father-figure was also gone. Many residential staff ceased

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<sup>102</sup> Jean S. Heywood, "Children in Care" (Routledge and Kegan Paul, 1965) Page 162.

<sup>103</sup> There is a highly colourful autobiographical description of life in a large children's home during and immediately after the Second World War in Leslie Thomas' book: "This Time Next Week" (Constable, 1964)

Another development which resulted from the closure of the big institutions was the opening of reception homes and hostels for adolescents. Additionally, the provision of both forms of residential establishment received statutory backing in the 1948 Act <sup>105</sup> and by subsequent central government memoranda.<sup>106</sup> The case for reception centres rested on the fact that the best method of providing a child with a substitute home could not be decided without a close study of his needs as an individual.

"In order to obtain the fullest possible knowledge and understanding of a child's health, personality, conduct, intellectual capacity, emotional state and social history, provision must be made for his reception and temporary accommodation in a place where facilities are available for enquiry into these matters and for observation by a skilled staff."<sup>107</sup>

Opportunities were thus created for staff to work in these new types of establishment. The task to be carried out differed in primary purpose to existent opportunities in residential care and it might have been expected that the level of skill required compared with that available, coupled with the expense of providing the facility meant that the reception centre was slow to 'catch on'. (In fact in a recent letter to Children's Regional Planning Committees set up under the 1969 Act, the Secretary of State indicated his intention of giving priority to the provision of observation and assessment facilities.<sup>108</sup>) Nevertheless, the development of reception

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<sup>105</sup> Sections 15(2) and (19), Children Act 1948.

<sup>106</sup> Home Office Children's Division, Memorandum of Guidance, July 1949.

<sup>107</sup> "Sixth Report of the Home Office Children's Department" (H.M.S.O., 1951) Appendix III Page 116.

<sup>108</sup> Letter from Secretary of State to all Secretaries of Children's Regional Planning Committees dated 22.2.1973.

to enjoy the security of the larger institution and consequently felt threatened and unsupported. There was also some loss of career structure especially on the male side where the opportunity to become a cottage homes superintendent with the accompanying salary (and status) disappeared. At the same time, through the 1950s and early 1960s local authorities began to attempt to recruit fewer single or widowed women as housemothers and increasing numbers of married women whose husbands could act as part-time housefathers, following their usual occupation in the day and returning home in the evening after the model of the conventional family. The situation was described by the Home Office:

"Although the greater need in residential work is for women, men have a valuable part to play, especially in reception centres, hostels and homes where there are difficult adolescent boys who need the control and guidance best given by a man. There are, however, few openings for single men, especially as the number of small homes increases, for in these the trend is towards the appointment of a married housemother whose husband goes out to work in the usual way. The openings for married couples both of whom are trained are also restricted because it is only in a fairly large home that the full-time employment of a man can be justified."<sup>104</sup>

In this period, Durham County Council, Newcastle, South Shields and Middlesbrough closed their cottage homes and replaced them, in the main, with family group homes.

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<sup>104</sup> "Eighth Report on the Work of the Children's Department" (H.M.S.O., 1961) Para. 56 (Page 14).

centres represented a new departure, employment in which gradually became regarded as an asset in the promotion stakes and whilst the report of the Williams Committee<sup>109</sup> indicated that the proportion of staff in reception centres did not differ significantly from that of staff working in other children's homes in terms of age and qualifications, more recent statistics indicate a better qualified staff in observation and assessment centres (See Table 40).

Table 7 Table showing qualifications of residential child care staff in 1963<sup>110</sup>

Qualifications of full-time care staff	Staff of Children's Homes by percentage	Staff of Reception Homes by percentage
R.C. Care Certificate	15	16
N.N.E.B.	5	7
Nursing Qualifications	7	8
Certificate of Education	1	2
Domestic Science	(	1
Craft Teaching Qualification	(	1
University Degree	Less than (	1
Social Science Diploma	5% (	1
Other	(	1
None	74	66
	<u>103</u> (111)	<u>104</u> (111)

<sup>109</sup> The information on the report of the Williams Committee refers to residents and to staff on the payroll on November 30th 1963. See "Caring for People: Staffing Residential Homes" - the Report of a Committee of Enquiry set up by the National Council of Social Service, Chairman, Gertrude Williams. (George Allen and Urwin, 1967)

<sup>110</sup> Figures abstracted from Tables 4.33 and 4.43 of the Williams Committee Report.

<sup>111</sup> Percentages total more than 100 because some staff held more than one qualification.



Table 8 Table showing age composition of residential child care staff, 1963<sup>112</sup>

Age Group	Staff of Children's Homes by percentage	Staff of Reception Homes and Centres by percentage
Under 21	13	13
21-49	64	68
50 or over	23	19
	<u>100</u>	<u>100</u>

The types of children's homes continued to diversify from the early fifties onwards. Increasing emphasis was placed, and continues to be placed, on the formulation of comprehensive assessments of those children deemed to require residential care and of their allocation to a type of home best equipped to meet their needs. Homes are now established for children requiring long-term care, more difficult youngsters and children with school attendance problems; there are observation and assessment centres, hostels for older children and "intensive care units" some of which provide secure accommodation. This development has provided staff with the opportunity to specialise and to develop particular expertise in the care of children presenting specific problems.

Other factors have influenced the job which residential staff have been called upon to do. In the years immediately following the establishment of Children's Committees in 1948, local authorities concentrated their attention upon providing the right kind of residential care and improving its quality. This was understandable: the tradition of institutional child care was a long one, administratively convenient and widely understood. In the task of erecting and improving buildings, progress was visible and tangibly

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<sup>112</sup> Figures abstracted from Tables 4.27 and 4.39 of the Williams Committee Report.

evident. Two factors of significant importance emerged in the early fifties which shifted this emphasis. A well-publicised Report of the House of Commons Select Committee on Estimates, whilst paying tribute to the advances which had been made in the child care service, suggested that the interests of the child and the economy might be served jointly if fewer children were admitted to care by greater attention being paid to carrying out preventive work in a child's home before a break-up occurred.<sup>113</sup> The second influence was the publication in intelligible form<sup>114</sup> of John Bowlby's exposition to the World Health Organisation on the relationship between maternal care and mental health and the emphasis given to the views that mother love and early childhood relationships within a familial setting are essential to avoid a recurring cycle of deprivation and neglect. These two factors influenced not only the development of preventive casework services for children and sustained efforts to maintain a child within his own family where possible (the number of children admitted to care declined between 1953 and 1960) but they also sowed the seeds for the development of new thinking which was to find expression in the White Paper of 1965, "The Child, the Family and the Young Offender"<sup>115</sup> and more significantly in the White Paper of 1968 "Children in Trouble".<sup>116</sup> It is not the purpose of this study to consider the principles and values outlined in these two White Papers nor in the subsequent legislation - The Children and Young Persons Act 1969 - except insofar as they carry implications for the task in residential homes for children. The Act systematises the view that children

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<sup>113</sup> Sixth Report from the Select Committee on Estimates, Section 1951-52 Child Care (H.M.S.O., July 1952)

<sup>114</sup> John Bowlby, "Child Care and the Growth of Love" (Pelican Books, 1953) Page 180.

<sup>115</sup> Cmnd. 2742.

<sup>116</sup> Cmnd. 3601.

who are at social risk, so far as possible, are likely to respond first to care and control within their own families and communities. If they have to experience separation then their treatment should be in "Community Homes" with all the implications which this descriptive term implies. Traditionally, children's homes were isolated from their neighbourhood whereas now the youngsters' friends come and go almost at will. Traditionally, children lived continuously in the home, now residential staff are enjoined to encourage children to maintain their own family links by regular weekend visiting and in some cases to enable parents to reside in the home for short periods. There is an increasing movement to bring homes into closer involvement in the community, to encourage day, weekend, night and occasional care. The traditional superintendent and matron who tried to act as father and mother has now given way to a method of grouped staff working.

### Training and Qualifications

Much of this study focuses on the qualifications possessed by applicants who applied for posts in the residential care of children and the qualifications of persons actually employed in the service. It seems appropriate therefore that in an historical survey some mention should be made of the factors which give rise to the necessity for qualifications.

The demand for training and the form this training should take has developed and changed as the perception of the task to be carried out in residential establishments for children has changed. The founders of the nineteenth century voluntary societies with their emphasis on rescue work and complete parental substitution recognised that help was needed by people who took the place of natural parents. Dr. T. B. Stephenson who founded the National Children's Home started an introductory course for the Sisterhood (residential workers) as early as 1890; and the followers of

Josephine Butler included residential workers in the college founded to prepare women for work with girls. However, few local authorities recognised the needs of their staff for further learning and reference has already been made to the fact that when the Curtis Committee got to work in 1946 they found a national problem almost untouched. (See Page 47)

The development in thinking about the job to be carried out in residential establishments for children since the end of the Second World War has created and in turn been influenced by training opportunities for staff. Historically in the public sector, caring for deprived children was not regarded as a task which called for any specific skills whatsoever other than those exercised by responsible parents. The recommendations of the Curtis Committee<sup>117</sup> made some impact on this attitude. The authors of the Curtis Report saw the main core of residential child care in terms of substitute parenthood and small family groups. They recommended that training courses should include the study of:

Household management

Care of Health and Prevention of Disease

Non-technical instruction in the normal development of a child

Playing with Children

Elementary lectures on social conditions and the social services

Courses devoted to improving the general standard of culture

Record keeping, report writing and keeping simple household accounts

Religious Education

But as Children's Departments were established and began to operate, Children's Officers soon found that attempting to wipe the slate clean and re-build completely a child's life was rarely satisfactory and that substitute home

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<sup>117</sup> "Report of the Care of Children Committee" Cmd. 6922. (H.M.S.O., 1946)  
"Training in Child Care, Interim Report of the Care of Children Committee"  
 Cmd. 6760 (H.M.S.O., 1946) Page 5.

care, however kindly, was but a pale shadow of the real thing. Thus, as new homes were opened by Children's Departments with fresh changes in character and approach, training agencies recognised the need not only to be sensitive to those changes but also to make their own contribution to both the direction and pace of development. In 1957, ten years after the Central Training Council in Child Care had established its first course for residential child care staff, its Director, Miss S. Clement Brown, in a paper considering the training needs of houseparents, wrote:<sup>118</sup>

"We ask of the houseparent not only that she will cherish the child but also that she will be concerned to see that his affections for his own family are fostered, and that he is helped to become by degrees a more independent person. To offer love and to set people free from the bonds of love is a test of maturity with which few professional people are faced to this degree ....."

This represented a noticeable shift in thinking from the Curtis Committee's concept of substitute parenthood. Ten years later Miss Clement Brown's successor at the Central Training Council in Child Care, Mrs. Clare Winnicott described the role of the residential worker as that of the "focal therapist":

"Someone who is responsible for mobilising all the resources within the group situation, and for making use of the families and community to which the individuals belong, for the welfare and healing of each individual within the group. This work will

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<sup>118</sup> S. Clement Brown, "The Training of Houseparents for work in Children's Homes" (December 1956) Nuffield College Library, Oxford (Unpublished)

include the fullest use being made of the caring function of the unit, the development of amenities and interests to enrich group life, and the constructive use of the contribution of each member (staff and residents) to the total life of the group. The living unit will inevitably be the focal point of the treatment process and will be the main area of operation for the residential worker."<sup>119</sup>

This description of the role of the residential worker was strongly endorsed by the Standing Conference of Tutors to Residential Child Care Courses at their annual meeting in November 1969<sup>120</sup> as a "realistic and wholly relevant objective", and in the context of this concept the content of prevailing professional courses was re-considered.

In 1970, a Working Party of the Residential Child Care Association (all of whose members were or had been engaged in residential work with children and admittedly might be expected to have a vested interest in the topic) stated:

"One of the most obvious fallacies is that any motherly woman with commonsense can successfully undertake such work. There is an abundance of unrealistic and misleading oversimplification which ignores the understanding and skills required to care for other people's children. Neither affection nor commonsense is sufficient by itself."<sup>121</sup>

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<sup>119</sup> Paper prepared by staff of the Central Training Council in Child Care for the consideration of Council members, reference C.T.C.(68)4 P.1. Unpublished.

<sup>120</sup> Minutes of annual meeting of Standing Conference of Tutors to Residential Child Care Courses, 22nd November 1969, and Report of Training for Residential Child Care: Working Party Z prepared by Residential Child Care Tutors and Training Inspectors Children's Department, Home Office 1969. Both unpublished but both in possession of student.

<sup>121</sup> Residential Child Care Association, "Recruitment and Retention of Residential Child Care Staff" (Published by the Association, 1970) Page 5.

In 1972, following the establishment of Local Authority Social Services Departments and the Central Council for Education and Training in Social Work (which, inter alia, assumed responsibility for the functions of the Central Training Council in Child Care), a working party was set up to review the existing pattern of training for residential work. In the wake of the Seeborn Committee's recommendation for the establishment of integrated Social Services Departments, the Working Party proposed that training for residential child care should be integrated not only with training for other forms of residential work but with other forms of social work also. The working party defined residential work as

"..... a method of social work in which a team of workers operates together with a group of residents to create a living environment designed to enhance the functioning of individual residents in the context of their total environment."<sup>122</sup>

If one examines the trends in training course content between 1947 and 1973 then the teaching of purely domestic skills has almost completely disappeared. Specific teaching of activities which can be carried out with children have no place because more encouragement is given to integrating children with the facilities of the locality. Increasing importance is given to improving knowledge of the physical, emotional, educational and social needs of children both as individuals and as members of groups within a residential establishment and in the wider community. Knowledge of child development, group relationships and skills of assessment and rehabilitation are taught.

As fostering has developed as an alternative to residential care a greater proportion of more disturbed and difficult children have to be accommodated in homes. Training courses endeavour to prepare staff for the problems encountered in understanding and dealing with these children.

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<sup>122</sup>"Training for Residential Work: A new pattern suggested by the Working Party on Education for Residential Social Work with implications for training and education in the entire social services field"  
A discussion document published by the Central Council for Education and Training in Social Work. February 1973. Para. 50.

Residential staff are an increasing part of a wider team of professional staff concerned with children in care - social workers, psychologists, psychiatrists etc. and training courses seek to prepare residential staff to be credible members of this team. These areas of knowledge and skill are necessary in order to reflect the fact that the span of parental care usually finishes when children become independent whereas residential staff are continually renewing their caring efforts as some children leave and new ones come. Furthermore, whereas a normal family grows to live with the idiosyncrasies and problems of each individual member the balance of the group in a residential establishment is frequently disrupted by the departure of some children and the arrival of others - as well as by the departure and arrival of members of staff. The Williams Committee Report on the staffing of residential homes addressed itself to the short question "Why train?" Its five reasons were:

"Firstly, training gives increased understanding of the reasons for the behaviour of children and adults, and a knowledge of ways in which their needs may be met. Secondly, it can help students to apply this knowledge to themselves, so that they may become aware of their own feelings and motives. Residential workers need this awareness because their attitude and values will determine the kind of assistance they are able to give to those in their care. Training should help them to acquire insights which will enable them to use personal relationships effectively in their work. Thirdly, training can give knowledge and understanding of the problems and opportunities of life in a residential group. A group is something more than the sum total of the individuals that make it up, and



the behaviour of individuals is affected by the relationships and pressures that exist within it. Staff as well as residents have to learn to live as a group, and training can help in this process. Fourthly, training widens the horizons of residential staff by giving them some knowledge of the social services and an appreciation of the place of residential establishments within the total social provision, thus helping such staff to work with the relatives of the residents and with doctors, social workers and others as members of a service with common interest and purpose. Lastly, our evidence shows that those already in the work are well aware of the need for a comprehensive training plan, which would be likely to attract a quality of entrant who might be held back because of the lack of such provision in most of the fields we have examined."<sup>123</sup>

The perception of the residential task is certainly more complicated than ever before and the view that residential work requires no special skills is discredited. Local authorities are increasingly insisting that staff appointed to take charge of homes should be suitably qualified and possession of qualifications already carries a small financial advantage. Moreover, there is a growing expectation amongst residential child care staff that employers will offer opportunities for training which in turn can prove to be an inducement to recruitment. The overall effect of these tendencies is to underline the fact that social work training in general and training for residential work in particular are growth areas and this is irrespective of whether what is actually done in children's establishments has developed between 1947 and 1973 in quite the way that the various descriptions of the residential task might imply.

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<sup>123</sup> Gertrude Williams, "Caring for People: Staffing Residential Homes" (Allen and Unwin, 1967) Page 161.

Summary:

The development of ideas and practice in relation to the care of deprived children can be gradually but clearly traced. Elizabethan policy, re-emphasised again after 1834, was to root out the destitution which lay behind deprivation and neglect by providing education and education for employment. During the seventeenth, eighteenth and nineteenth centuries, the mixed general workhouse was almost the only accommodation provided by the state for society's casualties. Against a background of principles of "less eligibility" and strict deterrent discipline, residential staff were not expected to give 'care' to the inmates. Indeed, apart from the workhouse master, his wife and perhaps a teacher, there were few staff.

In the late 19th century, private individuals and religious organisations pioneered some new forms of residential care for children - the grouped cottage home and a movement to remove all children from workhouses and place them in separate homes gathered momentum. Consequently, staff had to be engaged to care for the children in these homes. The Poor Law Commission of 1909 roused the interest of the community to the plight of its less fortunate members and a spate of social legislation followed. "It was the twentieth century's scientific knowledge of the effects on him (the deprived child) of separation such as was experienced on such a wide-scale during the second world war which led to an emergence of emphasis on the family and a change from a policy of treatment through education to treatment through a relationship such as that provided by fostering or in the small family group home."<sup>124</sup>

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<sup>124</sup> Jean S. Heywood, "Children in Care" (Routledge and Kegan Paul, 1965) Page 174-75.

More specifically, there were the recommendations of the Curtis Committee. They too considered that the small family group home was the most suitable form of residential accommodation for children with a married couple in charge. In the years following the Children Act 1948 increasing emphasis was given to the necessity for remedial action to forestall the neglect of children. The nature and variety of types of home also increased. The Central Training Council in Child Care set up courses for houseparents and other residential staff. By the mid 1960s the 'in vogue' view was that children at social risk are, so far as possible, most likely to respond first to care and control within their own families and communities. If they needed to be in residential care, then this should be in community homes with all the implications which this descriptive term implies. This development in thinking was accompanied by a change in expectation of the task of the residential child care worker. Substitute parents were no longer required: the task had become 'professionalised' - the houseparent became the residential child care officer.

## CHAPTER III

### SCOPE AND METHOD OF THE STUDY

In Part I the reasons were given for the necessity of limiting the present enquiry to applicants for posts in homes provided directly by local authorities. Broadly speaking, these homes may be divided into four types:

1. Observation and Assessment Centres
2. Residential Nurseries
3. Children's Homes
4. Hostels for older children

Staff who applied for posts in such homes and who also met specific criteria were selected. Most local authorities want children cared for by as few different people as possible and therefore seek full-time personnel for their homes. Faced with a shortage of applicants, it is sometimes necessary to accept temporary or part-time staff. However, because such action is usually considered second-best, information was not collected in relation to any but full-time staff. Nor was data assembled on administrative, clerical, domestic or maintenance workers. Only staff who were designated as residential child care officers and whose employment qualified for remuneration on the salary scales of the Standing Joint Advisory Committee for Staffs of Children's Homes<sup>125</sup> or who were qualified as teachers and employed in residential establishments of the type outlined were included.

These selection criteria have had at least one important implication. They excluded a group of staff known as part-time housefathers. In small homes, several authorities in the northern region employ married couples as house parents. The wife is housemother and the husband is part-time housefather. He follows his own employment and in return for free board, lodging and laundry is expected to assist in the management of the home and the

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<sup>125</sup> See "National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services. Scheme of Conditions of Service for Staffs of Children's Homes" Seventh Edition. (Published by the National Joint Council, January 1971)

care of children in the evenings and at weekends. Preliminary pilot surveys revealed that whilst potential housefathers were asked to complete an application form, the information actually recorded was minimal. It was therefore necessary to exclude them whilst at the same time recognising that in joint applications of this type the success or failure of any one couple might be determined by the relative strengths or weaknesses of the husband.

The four types of home outlined above each have their specific objectives which in turn determine the types of staff who are sought. For example, it may be inappropriate to recruit housemothers of eighteen years to work in hostels which themselves accommodate young people up to and occasionally beyond that age. A brief sketch of the principal characteristics of each is given.

#### 1. Observation and Assessment Centres

These include establishments which were formerly known as Reception Centres<sup>126</sup> and Remand Homes.<sup>127</sup> They provide a temporary living base and observation and assessment facilities for boys and girls coming into care either as a result of voluntary admission or committal by a court and for those who need re-assessment because other foster home or residential placements have proved unsuitable. Additionally, they act as a reserve of accommodation for children received into care and as "places of safety" in emergencies. Most children are of school age though pre-school children can be admitted as part of a family and there is a proportion of older boys and girls which is much higher in those assessment centres which were previously

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<sup>126</sup> Established in accordance with Children Act 1948, S.15(2)

<sup>127</sup> Established in accordance with Children and Young Persons Act 1933, S.77.

remand homes. There are 166 units<sup>128</sup> providing some 4,000 places in England and Wales (14 units providing 328 places in the Northern Region).

Staffing is usually more generous than in other homes and there are teachers at most centres. About half the staff of Observation and Assessment Centres are qualified (See Table 41).

## 2. Residential Nurseries

Residential nurseries are, for statutory purposes, children's homes (community homes since 1st April 1973) and although they normally have children from 0-5 years, some of them accommodate older children. Conversely, not all children in residential care under the age of 5 years are in nurseries. Some children are admitted for short stays to cover such family crises as illness of the mother whilst others may be awaiting fostering or adoption which in the case of a coloured or handicapped child may mean a long stay. Of the staff, about 30 per cent are untrained, about 4 per cent have Residential Child Care Certificate training and the remainder have nursery nursing or nursing qualifications.<sup>129</sup> There are 111 units<sup>128</sup> providing some 1,925 places in England and Wales (9 units providing 159 places in the Northern Region).

## 3. Children's Homes

The development of children's homes has been referred to earlier at some length. Most local authorities have a combination of very small homes, larger homes accommodating up to about twenty-five children and, though not in the north of England, a few cottage homes remain. Each home, whatever its

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<sup>128</sup> Abstracted from "Local Authority Social Services Departments: Children in Care of Local Authorities at 31st March 1971" Obtainable from D.H.S.S. Statistics and Research Division 6.

<sup>129</sup> C. Beedell, "Residential Life with Children" (Routledge and Kegan Paul, 1970) Page 191.

size, should be conducted in such a way as to ensure the well-being of the children in it, both physically and emotionally.<sup>130</sup> The homes try to provide residential treatment for children, mainly of school age, who are 'in care' and attending ordinary schools or sometimes day special schools. Overall, there are about 1,365 units caring for some 15,000 children (109 units caring for some 1,108 children in the Northern Region).<sup>131</sup> Some of these children may have other handicaps e.g. maladjustment, educational subnormality, mild physical disability. They are mainly of school age (10 per cent under 5: 82 per cent 5-14: 8 per cent 15-20) with a preponderance of boys (ratio 6:4).<sup>131</sup> Of the staff, some 58% have no training: 13% have either the Senior or the basic Residential Child Care Certificate and 29% have other training, mainly nursery and nursing qualifications.<sup>132</sup>

#### 4. Hostels

Hostels provide a living base and continuing care for adolescents who are working or receiving secondary or further education. There are almost one hundred local authority units caring for 1,000 children (15 units caring for 162 children in the Northern Region). Some young people in hostels have been in other forms of residential care and often experience considerable difficulty in settling to work. Nearly all hostels are for boys or girls with few mixed hostels. 60% of staff have no training and about 15% hold either the Senior or the basic Residential Child Care Certificate.<sup>132</sup>

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<sup>130</sup> Administration of Children's Homes Regulations 1951. Regulation 1.

<sup>131</sup> Abstracted from "Local Authority Social Services Departments: Children in Care of Local Authorities at 31st March 1971" Obtainable from D.H.S.S., Statistics and Research Division 6.

<sup>132</sup> See Table 43.



### Scope of the Study

Reference has already been made to the essentially descriptive nature of this study. Fuller and potentially more valuable information might usefully have been gathered in relation to a whole range of factors bearing on the recruitment, employment and retention of residential staff. For example:

Where are advertisements placed for residential staff and what are the most effective methods of recruitment?

What qualities do employing authorities look for?

What selection procedures do authorities adopt and what are the most effective?

What kinds of people make successful houseparents?

What kinds of personal characteristics and previous education and experience are associated with different degrees of success?

Do qualified people make better residential child care officers?

What are the expectations of applicants seeking to work with children in a residential situation?

Why do people leave residential work?

How can staff wastage be reduced?

Such a study would have required the good will and co-operation of the residential staff themselves whose interest it might have been possible to engage. A survey undertaken on the effects of training on houseparents for work in children's homes conducted in 1954 indicated that 123 ex-students co-operated out of 156 approached.<sup>133</sup> But more significantly it would have required the senior staff of Children's Departments to make personal assessments of the relative successfulness of their staff and their agreement to the survey as a whole including the attendant risk that their Department might not be cast in too favourable a light when it came to asking staff about their experiences, expectations, attitudes and

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<sup>133</sup> S. Clement Brown, "The Training of Houseparents for Work in Children's Homes" (Unpublished) Miss Clement Brown was Gwilym Gibbon Fellow, Nuffield College, Oxford 1954-55.

aspirations. In different circumstances to those obtaining in the period 1970-72 there are some grounds for thinking that such co-operation might have been forthcoming. For example, in 1961 the Home Office, recognising that there had been a high turnover of staff employed in residential homes for children, asked the Government Social Survey<sup>134</sup> to investigate the attitudes of existing and former staff to their work and endeavour to throw light on the reasons for the high wastage rate. Around 90% of all local authorities co-operated. However, the period 1970-72 gave rise to a radically different situation in the whole area of the personal social services to that which had obtained a decade earlier.

The implementation of the Children and Young Persons Act 1969 with the consequent changes in management and organisation of many community homes and the re-definition of tasks within others meant that many staff were concerned about their immediate future. It was a period during which they were least disposed to criticise their existent situations. At the same time, the report of the Seeborn Committee<sup>135</sup> had been published and the Local Authority Social Services Act 1970 was being implemented. Children's Departments were disappearing into the larger Social Services Departments. In the Northern Region, the Children's Officers of five of the thirteen local authorities departed from the scene entirely during 1971. One was appointed Director of Social Services in his existing authority and the remaining seven also continued to serve their former authorities in a variety of subordinate capacities. But it was a period of considerable upheaval and unsettlement during which time ex-senior staff of the Children's

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<sup>134</sup> Selma F. Monsky, "Staffing of Local Authority Residential Homes for Children: An inquiry carried out November 1961 - January 1962 for the Home Office" (Central Office of Information SS335) April 1963. Pages 3 and 7.

<sup>135</sup> "Report of the Committee on Local Authority and Allied Personal Social Services" (H.M.S.O., London, 1968)

Departments who might otherwise have co-operated in an evaluation of their residential child care services were least disposed to run the risk of exposing to adverse comment or criticism their contribution towards the social services monolith. Additionally, no sooner had Social Services Departments been established than the proposals for changes in the pattern of local government and re-organisation of the health service began to pre-occupy the minds of senior staff.

The net effect of all these changes produced a defensive frame of mind and alterations in systems, methods, record-keeping and priorities. With few staff of local authorities able to speak authoritatively about policy and practice during the period under study, it has been necessary to rely almost exclusively on available records for information relating to people applying for posts in the residential care of children. This has inevitably placed strictures on the nature of the information which could be collected. Of the thirteen authorities in the Northern Region, two had no vacant posts during the period 1970-71 and the remaining eleven had a total of 28 different application forms in use. One authority was using 5 types. The highest number of common factors has been selected and these are set out at Appendix A.

Re-organisation has given rise to other problems. Four authorities either destroyed or did not keep the completed forms of unsuccessful candidates and one authority had them for only 16 months of the 24 month period.

There were also differences in the way local authorities kept details of advertisements placed for staff. Some authorities had a fairly systematic method of indicating into which newspapers, periodicals and journals they inserted advertisements for staff, the record being maintained in the Social

Services Department; in other authorities an establishment or personnel section was involved and this impaired accessibility; in yet others the decision as to how a particular post was advertised was not recorded. Consequently, the opportunity to determine any correlation between the characteristics of applicants in relation to the method of inviting applications was lost.

Furthermore, there were considerable variations in the different methods of selection adopted by the authorities. One large county authority insisted on Social Services Committee members interviewing all candidates and making the appointments. Each candidate invited for interview was asked several prepared questions; no supplementary questions could be put and no comment made when candidates had left the room. In other authorities, appointment was also by elected representatives but the interview situation was less formal and not so structured. In yet others responsibility was delegated to the Director of Social Services who made most appointments personally (usually the smaller authorities) and in others the staff were appointed by either the Assistant Director for residential services or one of his advisory colleagues. The whole topic of selection methods could give rise to a wide range of fascinating enquiries. For example, what effect does the adoption of one particular selection method have on the possibility that an applicant will be offered an appointment? Which selection methods produce the most successful residential staff? What criteria do different groups of selectors use? However, the appointment of staff can be regarded as a matter which is jealously guarded by some elected representatives. It is not a subject which will lend itself readily to systematic investigation partly because of difficulties of research methodology but more specifically because of the feelings which people involved in the process have towards a close scrutiny of it. This is certainly not intended to imply any impropriety.

Nevertheless, it remains a fact that staff selection is a sensitive and delicate issue in normal circumstances and against the background of re-organisation previously described which was permeated throughout with anxieties of security of tenure, there was no possibility of specific investigation on this point.

### The method of the inquiry

The investigation was designed to provide some information about three basic issues:

1. The age, sex, marital status, education, training, job history and referees of applicants for posts in the residential care of children.
2. Whether there are discernible differences between those who are successful in their application and those who are not.
3. How the applicants compare in terms of certain characteristics, principally qualifications, with those currently employed in the service.

The possibility of inter-authority comparison was considered but rejected. Two main factors led to this decision. The first was that several authorities did not have records for unsuccessful applicants or they were incomplete. The second was the enormous variability both in the size of local authorities, the proportion of children in their care and the range and types of home provided. Table 9 gives some examples.

Before attempting to compile a list of basic information to be obtained about every candidate, a preliminary survey was undertaken in the City and County of Newcastle upon Tyne. This is a medium-sized authority for the northern region and its range of residential establishments includes one of each of the 4 types of home previously identified.

The raw data used was the completed application forms in respect of all persons who had applied for specific posts advertised by the authority for as far back as the records went. This proved to be the period October 1969 to January 1972. The total number of application forms was 55 and in 24 cases the applicants' references had been taken up and were also available. It was noted that in all 5 different types of form had been used.

**TABLE 9** Table making an inter-authority comparison of children in care, population under 18 years, different types of home maintained and capacities of homes at 31st March 1972

Local Authority	Total of all children in care on 31.3.1972	Total estimated Population under the age of 18 years - June 1971 (in thousands)	No. of children in care per 10,000 estimated population under the age of 18 years	No. of Observation and Assessment Centres	No. of Residential Nurseries	Hostels and Special Homes	Children's Homes
Lancashire C.C.	298	66.2	45	* 1 (23)	* 1 (20)	* 1 (10)	* 5 (64)
Durham C.C.	1013	247.9	41	2 (42)+(30)	2 (12)+(12)	3 (8)+(6)+(8)	31 (250)
Northumberland C.C.	781	147.3	53	1 (20)	-	5 (6)+(6)+(10) (16)+(6)	9 (98)
Westmorland C.C.	61	19.9	31	-	-	-	1 (8)
Warwickshire C.B.	127	21.8	58	-	-	1 (10)	4 (36)
Warlington C.B.	198	25.1	79	1 (22)	-	-	3 (31)
Wateshead C.B.	311	27.6	113	1 (18)	-	1 (16)	3 (34)
Warrington C.B.	227	33.2	68	1 (15)	1 (15)	-	2 (29)
Newcastle C.B.	855	61.7	139	2 (28)+(11)	1 (12)	1 (10)	16 (189)
South Shields C.B.	237	30.2	79	1 (12)	1 (12)	-	5 (48)
Northumberland C.B.	534	70.9	75	2 (24)+(18)	1 (15)	2 (18)+(12)	10 (108)
Weston C.B.	1239	141.7	87	2 (29)+(36)	2 (33)+(28)	1 (20)	18 (189)
Wynmouth C.B.	224	21.5	104	-	-	-	2 (24)
<b>TOTAL</b>	<b>6105</b>	<b>915.1</b>	<b>67</b>	<b>14 (328)</b>	<b>9 (159)</b>	<b>15 (162)</b>	<b>109 (1108)</b>

Notes: 1. \*Number of places available is shown in brackets.

2. Information derived from Institute of Municipal Treasurers and Accountants, "Children's Services Statistics 1971-72" (Published jointly by the Institute of Municipal Treasurers and Accountants and the Society of County Treasurers, January 1973) and the Regional Plan approved by the Secretary of State in accordance with Section 37 of the Children and Young Persons Act 1969. Unpublished.

Sample application forms were obtained from all other authorities and basic information common to all forms was retrieved. A simple YES/NO check list was drawn from this and is reproduced at Appendix A, together with some explanatory notes (Appendix B) in relation to most items.

Specific follow-up of several applicants in the Newcastle survey revealed that some applicants had not completed the forms fully. For example, a fifty-five year old lady who applied for a post of relief housemother omitted to state under "Number of Children?" that she had two sons married and living away from home. Presumably the lady did not consider this information relevant to her application and therefore did not state it. Consequently, unless any one item of information is mutually exclusive in relation to another, any description of the data is subject to the proviso that "The application form indicated that ....."

One additional discovery was that the records of the authorities were not maintained in a way which made it possible to identify which applicants had been short-listed for interview purposes and which had not.

The preliminary survey and subsequent discussions enabled the student to formulate more clearly the potential value of collecting this information. It revealed that it would be unlikely to prove possible to scrutinise application forms prior to 1970 on the grounds that few would be available and it also indicated that provided the survey was limited to a period of two years, the forms of all applicants for posts in all thirteen authorities (subject to their availability) could be studied without the necessity to sample.



The basic information sheet was revised in the light of the experience of the preliminary survey and the details retrieved from the application forms, references and attendant correspondence. It was recorded initially on Copeland Chatterson punched cards but later re-coded and entered on computer cards for computer-assisted analysis.

## CHAPTER IV

### THE STUDY'S FINDINGS

In order to examine and comment upon the findings of the study, the material has been divided into 3 sections:

Section 1 describes the age, sex, marital status, education, training, work experience and other characteristics of all applicants (subject to the proviso mentioned below).

Section 2 seeks to identify any discernible differences between successful and other applicants.

Section 3 compares certain characteristics principally the sex and qualifications of successful applicants with similar characteristics of staff currently working in residential establishments for children, both in the Northern Region and in the country at large.

Application forms were examined in respect of 413 applicants. It should, however, be borne in mind that these 413 represent the total number of applicants upon whom information was available, not the total number of persons making application in the two-year period January 1970 to December 1971. In the cases of 4 authorities (Sunderland, Gateshead, Darlington and Northumberland) only the forms of successful applicants were retained. Durham County Council retained the forms of unsuccessful candidates from August 1970 only. In order to conduct a balanced inquiry into the characteristics of all applicants including those who were successful and took up their appointments, those who were offered an appointment but withdrew before taking it up, those who withdrew before the outcome of their application was known and those whose application was unsuccessful, the details relating to successful candidates in those 4 authorities plus the successful candidates in the period January 1970 - July 1970 in Durham County have not been included in the descriptions in Section 1 and the comparisons in Section 2. This has reduced the number of applicants to 380 of whom 103 were men and 277 were women.

In Section 3 it was felt that all successful applicants could be included without prejudice and they totalled 105 in all.

Before proceeding to a detailed description of applicants in each of the 3 sections, some indication is given of the types of post available and the types of home for which staff were required. Table 10 describes the posts available for men and women by authority throughout the region. Neither Westmorland nor Cumberland advertised for staff and they are excluded from the tables. Sample details of some of the posts are given in Appendix C.

**TABLE 10** Table showing type of post advertised for men and women by authority

	Durham C.C.	Northumberland C.C.	Carlisle C.B.	Tynemouth C.B.	Newcastle C.B.	Gateshead C.B.	Hartlepool C.B.	Sunderland C.B.	South Shields C.B.	Darlington C.B.	Teesside C.B.	TOTALS
<b><u>WOMEN</u></b>												
Assistant Housemother	1	1		7	2	1	6	5	15	8	4	50
Relief Housemother									1	1	6	8
Housemother in Charge	6		1		3	1		3			2	16
Supervisor/Instructor								1				1
Matron of Establishment	3				1			2	1	1	2	10
Deputy Matron of Establishment	3	2			1			1			1	8
Nursery Nurse	1				1							2
<b>TOTAL FOR WOMEN</b>	<b>14</b>	<b>3</b>	<b>1</b>	<b>7</b>	<b>8</b>	<b>2</b>	<b>6</b>	<b>12</b>	<b>17</b>	<b>10</b>	<b>15</b>	<b>95</b>
<b><u>MEN</u></b>												
Assistant Housefather					1		1	1		2		5
Housefather												
Housemaster											1	1
Supervisor/Instructor	1										3	4
Superintendent Home/Hostel	2							1			1	4
Superintendent Observation Centre	1	1						1	1		1	5
Deputy Superintendent Observation Centre	3											3
Deputy Superintendent Home/Hostel											1	1
<b>TOTAL FOR MEN</b>	<b>7</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>2</b>	<b>7</b>	<b>23</b>
<b><u>OTHERS</u></b>												
Teachers	2											2
General Enquiries					1				1			2
<b>TOTAL FOR OTHERS</b>	<b>2</b>				<b>1</b>				<b>1</b>			<b>4</b>
<b>GRAND TOTALS</b>	<b>23</b>	<b>4</b>	<b>1</b>	<b>7</b>	<b>10</b>	<b>2</b>	<b>7</b>	<b>15</b>	<b>19</b>	<b>12</b>	<b>22</b>	<b>122</b>

Table 10 shows that three-quarters of the posts advertised were for women and that the largest single type of post for which applicants were sought was that of assistant housemother. A comparison of the details of this table with Home Office returns<sup>136</sup> shows some correlation between the number of posts which each authority advertised in the two-year period under study and the total number of children for which each authority was required to care. The two authorities with the largest numbers of children advertised the largest number of posts and the authorities with the smallest number in care, namely Carlisle and Westmorland, advertised one and no posts respectively. The remaining authorities advertised a number of posts which bore an approximate resemblance to their placing on a list of the numbers of children in care. However, there were four exceptions. On the basis of the total number of children they had to care for, Northumberland and Cumberland might have been expected to advertise for a greater number of staff. In fact Northumberland advertised for 4 and Cumberland for none. On the other hand, South Shields and Darlington as two small authorities advertised for 19 and 12 staff respectively. By way of possible explanation, there are clear indications that in both South Shields and Darlington a number of posts fell vacant several times during the period of study. In the case of Northumberland, this authority had insufficient residential accommodation of its own and used the facilities of voluntary organisations for over a third<sup>137</sup> of the children who required such accommodation. Fewer homes consequently meant fewer staffing requirements. The same was true, however, of Gateshead who placed

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<sup>136</sup> See "Summary of Local Authorities' Returns of Children in Care at 31st March 1970" (Published by Home Office Statistical Division) Page 3 gives the totals of children in care at 31st March 1970:

Teesside	749	Sunderland	413	South Shields	171
Durham	739	Cumberland	247	Hartlepool	137
Northumberland	711	Gateshead	217	Darlington	160
Newcastle	696	Tynemouth	189	Carlisle	90
				Westmorland	55

<sup>137</sup> Deduced from the statistical return referred to above.

nearly 60 per cent of their children requiring residential care in voluntarily-run establishments but whose number of vacant posts corresponded more closely to the numbers of children needing care. Cumberland made no use of voluntary accommodation whatsoever and the reasons for negligible staff turn-over during the study period can only be speculated upon.

There are two additional pieces of information not revealed in Table 10. The first is that eleven of the posts for housemothers were advertised as appointments of houseparents with the housemother's husband following his own employment and being engaged as a part-time housefather. All eleven situations were in smaller homes of the family group type. The second point is related in that 26 posts were advertised as 13 joint husband-wife appointments. These two facts taken together indicate clearly the preference of local authorities for having a married couple in charge of their residential establishments for children. If the number of posts of housemother in charge of smaller homes is added to the total number of posts as superintendent and matron and deputy superintendent and deputy matron of larger establishments, 47 posts were advertised of which 37 were joint appointments.

Proceeding from the types of post advertised to the types of home in which staff were required to work, Table 11 gives some information.

Table 11 Table showing the number of posts advertised by authority and type of home

	Children's Homes	Observation and Assessment Centres	Hostels	Residential Nurseries	General Enquiries	TOTALS
Durham C.C.	7	11	4	1		23
Northumberland C.C.		3	1			4
Carlisle C.B.	1					1
Tynemouth C.B.	7					7
Newcastle C.B.	5	1	1	2	1	10
Gateshead C.B.	2					2
Hartlepool C.B.	4	3				7
Sunderland C.B.	6	7	2			15
South Shields C.B.	14	4			1	19
Darlington C.B.	4	6	2			12
Teesside C.B.	11	6	5			22
TOTALS	60	42	15	3	2	122

Almost half the posts advertised were for staff to work in children's homes. A further third were for staff of observation and assessment centres and staff of hostels, residential nurseries and general enquiries accounted for the remaining one sixth. Throughout the region there are almost three times as many children's homes as homes of other types added together (see Table 9) and the preponderance of opportunities in children's homes was therefore to be expected. The higher proportion of staff required to work in observation and assessment centres may reflect the fact that during the period of study, Durham County Council and the County Boroughs of Sunderland and Darlington opened new centres of this type and in each case part of the initial staffing establishment was recruited between January 1970 and December 1971.



## Section 1    Characteristics of all applicants

### Age, Marital Status and Home Location

Two-thirds of all applicants were aged between 21 and 49 years, 20 per cent were under 21 years and 15 per cent were over 50 years. The proportion of male applicants in the middle age ranges was higher (81%).

Table 12    Table showing age and marital status of all applicants

		All Applicants		Male Applicants		Female Applicants	
		TOTAL	%	TOTAL	%	TOTAL	%
<u>Age:</u>	Under 21 years	76	20	4	4	72	26
	21-30 years	101	26	24	23	77	27
	31-49 years	146	39	57	56	89	33
	50 years and over	57	15	18	17	39	14
	TOTALS	380	100	103	100	277	100
<u>Marital Status:</u>	Single	137	36	19	18	118	42
	Married	225	59	83	81	142	52
	Widowed	6	2	0	0	6	2
	Separated	4	1	1	1	3	1
	Divorced	8	2	0	0	8	3
	TOTALS	380	100	103	100	277	100

The proportion of male applicants under 21 years was very small indeed - only 4% of the male population whereas the proportion of younger female applicants was almost 26% of the female population. Whilst housemothers are recruited from 18 years of age, there is a reluctance on the part of local authorities to employ men under 21. Moreover, the majority of job opportunities for men in residential child care lie in more senior appointments for which older applicants are sought. Of the 17 posts available to the 103 male applicants only two were in any way suited to very young men whereas 11 posts might reasonably have expected to attract applicants over 30 years and it will be noticed that the proportion of male to female applicants is highest in the

age group 31-49 years. 59 per cent of the applicants were married, 5 per cent were either widowed, separated or divorced and the remaining 36 per cent were single of whom the majority (almost 5 out of every 6) were women. Four out of every five male applicants were married.

There has long been a popular view that residential child care has attracted the spinster, the widow and the divorcee. In terms of the persons actually working in children's establishments there is some evidence to support at least part of this contention. The Williams Committee<sup>138</sup> found that of staff working in local authority children's homes in November 1963, 53% were single women. (The proportion was 72% in voluntary homes.) In reception homes the percentage was 63; in hostels 37; and in residential nurseries 98. The Committee collected no evidence in relation to widowed, separated and divorced women but the Government Social Survey<sup>139</sup> in the period November 1961 - January 1962 did. They found that 6% of the women working in local authority children's homes were either widowed, divorced or separated. Neither studies contained any accompanying age breakdown of the women and further inquiry into this area is not known to have been carried out.

The 36 per cent of single women applicants and 5 per cent widows etc. with which this study is concerned have been broken down into age groups which are shown at Table 13.

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<sup>138</sup> "Caring for People: Staffing Residential Homes", Gertrude Williams (Allen and Unwin, 1967) See Tables 4.28 and 4.40.

<sup>139</sup> Selma F. Monsky, "Staffing of Local Authority Residential Homes for Children" (Published by Government Social Survey SS335, April 1963) Table 12, Page 35.

Table 13 Table showing by age group the number of applicants who were single women, widows, separatees and divorcees

	Single Women		Widows	Separated	Divorced
	Number	%			
Under 21	68	58	0	0	0
21-30 years	30	25	0	1	1
31-49 years	11	9	4	1	5
50 + years	9	8	2	1	2
	118	100	6	3	8

Table 13 indicates that 83 per cent of the single women applying for posts in the residential care of children were 30 years of age and under. On the basis of this figure considered alongside the relatively small numbers of widows, separated and divorced women, there appears to be few grounds for supposing that in the north of England during the period under study, residential child care held significant appeal for older spinsters, widows, separated women and divorcees seeking employment opportunities.

The future indications are that the proportion of unmarried or non-married women in the community at large is unlikely to increase. Table 14 shows the average age of women at first marriage and the percentage of women who have married by the time they are 45 years. Table 15 shows the growing proportion of women in the working population expressed as a percentage of the female population by marital status and age group. If this trend of fewer unmarried women both in the working population and in the population at large is also applied to the residential child care service, then it seems likely that a traditional source of recruitment will continue to diminish.

Table 14 Table showing average age at first marriage and percentage of women who have married by 45 years of age since 1921<sup>(140)</sup>

	Average age at first marriage in years	Percentage of women who have married by 45 years
1921	-	80
1931	26	80
1951	24½	85
1961	23	90
1970	22½	92

Table 15 Table showing female working population: age specific activity rates<sup>(140)</sup>

	Females - married			Females - others		
	1961	1971	Projected 1981	1961	1971	Projected 1981
15-24 years	40.5	42.9	47.9	83	70.6	69.9
24-44 years	37.2	43.6	46.9	88.1	77.5	76.1
45-59 years	40	53	64	67.3	63.7	64.3
60 + years	11	16	19	10.2	7.8	7.0

<sup>140</sup> Table 14 and Table 15 compiled from: Central Statistical Office, "Social Trends No. 3 1972" (H.M.S.O., 1972). Page 62 and Table 19.

Reference has been made to the difficulties encountered when efforts were made to discover in which newspapers, periodicals and journals advertisements were placed. A local authority's policy in this respect has a direct bearing upon the geographical area from which it is hoped to draw applicants, but within the limitations imposed by this important issue of advertising policy, a small amount of information was collected. It was found that the home addresses of 176 (145 female and 31 male) applicants at the time of application fell within the administrative area of the local authority to whom they applied. This represents 62% of the population. A further 59 applicants, 48 men and 11 women, (16%) lived within twenty miles of the head offices of the authority to which they applied. Four out of five applicants could therefore be regarded as local. Further analysis of the female applicants who were not local reveals that 45 applicants applied for posts of housemother or assistant housemother and that the remainder placed applications for senior posts.

#### Education and Training

Table 16 Table showing education at school of applicants

	All Applicants		Male Applicants	Female Applicants
	Number	%		
Applicant left school at 15 years with no formal qualifications	224	59	55	169
Applicant obtained G.C.E., C.S.E. or Northern Counties before leaving school	127	33	44	83
Others	29	8	4	25
TOTALS	380	100	103	277

Table 16 compares the full-time school educational background of male and female applicants. The purpose of this table and Table 17 is to give an overall impression of the educational and vocational experience and qualifications of all applicants. However, it should be borne in mind that the information relates to persons who, within the residential child care field, applied for a heterogeneous group of positions.

169 (65%) of the female applicants left school at 15 with no formal qualifications compared with 55 (52%) of the male and a correspondingly higher proportion of men stayed at school to obtain G.C.E. or similar qualifications before leaving.

Table 17 Table showing qualifications of applicants

	All Applicants		Male Applicants	Female Applicants
	Number	%		
Applicant holds university degree, diploma or certificate, <u>except</u> teacher's certificate.	11	3	9	2
Certificate in Education (Teacher's Certificate)	40	11	28	12
Other academic or professional qualification at 18+	18	5	10	8
Certificate in the Residential Care of Children.	20	5	13	7
Preliminary residential child care certificate or In-Service Study Course Certificate of Attendance.	23	6	5	18
N.N.E.B. (Nursery Nurses)	15	4	0	15
Nursing qualifications.	22	6	1	21
IIIM trade training.	19	5	17	2
IIIN training.	35	9	0	35
Applicant studied after 15 but did not acquire formal qualifications.	54	14	22	32
Applicant withdrew from course leading to academic or professional qualifications at 18+	7	2	3	4
No further study since leaving school	150	40	20	130
TOTAL	414	109	128	286

Note: Totals exceed 380 because some applicants either held more than one qualification or fell into more than one category.

Almost 54% of the applicants were without any formal qualifications at all, although the proportion of men was smaller (41%). A further 14% who possessed trade training for employment in a Grade III occupation could scarcely be regarded as having specific training for work with children. Consequently, taking a broad interpretation of such expressions as "qualifications" and "training", some 32% of all applicants had received a form of education beyond school with equipped them either directly, less directly or incidentally for posts in the residential care of deprived children.

Of the 11 applicants holding university qualifications, two were graduates, two held advanced certificates in the education of handicapped children and the remaining seven held the Advanced Certificate in Residential Child Care awarded following study at the Universities of Bristol or Newcastle. All applicants were interested in senior positions the advertisements for some of which specified possession of higher qualifications as a pre-requisite of application.

Of the 40 applicants who possessed a teaching qualification, 35 applied for posts in which either candidates were required to be teachers or where it was clearly indicated that they might be. A further 4 applicants (all female) were applying jointly with their teacher husbands although their applications were for matron's posts and the remaining teacher applied for a position as housemother.

Almost 5% of the applicants held other forms of academic or professional qualifications following study at 18+. These included certificates in home economics, teachers of mentally handicapped children (not recognised by the Department of Education and Science as qualified teachers in 1970/1971), diplomas in institutional management, diplomas from art schools, certificates in social welfare etc.

Only 20 applicants were holders of the Residential Child Care Certificate (of whom 13 were men) which is recognised as the basic professional qualification for non-teaching staff in children's residential establishments. This represents only 5.3% of the total number of applicants but certain factors should be taken into account. The first is the requirement that for entry onto a course leading to the award of the Residential Child Care Certificate a candidate must have had at least twelve months experience in residential work with children. The second is that having regard to this point and to the fact that 15 of the 20 holders were working in residential care at the time of making their applications, 18% of the applicants who had sufficient experience to have qualified for consideration to enter a course leading to the Certificate had actually done so.

Holders of the Preliminary Residential Child Care Certificate - a course of further education with a vocational bias for 16 to 18 year olds and corresponding in status to courses for police cadets, nursing cadets and holders of the Certificate of Attendance at an Approved In-Service Study Course for residential staff - a course designed for practising staff who lack any or relevant qualifications - totalled about 6% of the population.

A further 4% (all women) were trained nursery nurses, a qualification which is relevant in homes with children under 5 years of age. A further 6% had some form of nursing qualification, although this is not necessarily directly relevant to work in children's establishments. Seven applicants had been engaged in a course begun at 18+ which if successfully completed (which it was not) would have resulted in their obtaining a professional or academic qualification. These included withdrawals from courses of teacher training, training for work with mentally handicapped adults and art college courses. It is suggested from time to time that residential work with



children attracts people who have failed in other professional areas because of the size of demand for staff, the small proportion of suitably qualified and experienced people available and the advantages of residential accommodation. In the population under study such applicants accounted for under 2% of the whole.

Almost 40 per cent of all applicants (20% of men) had engaged in no form of further study since leaving school.

#### Previous work experience

Table 18 Table showing employment or other situation of applicants at time of application

		All Applicants		Male Applicants	Female Applicants
		Number	%		
	II	140	37	61	79
Registrar-General's	IIIM	26	7	10	16
Classification of	IIIN	48	13	4	44
Employment	IV	14	4	4	10
	V	16	4	1	15
Unemployed		62	16	14	48
Housewife		42	11	0	42
Voluntary work		2	5	2	0
Professional training or academic course		30	8	7	23
TOTALS		380	100	103	277

Over a third of all applicants held occupations which would be Classified II by the Registrar General.<sup>141</sup> In the case of male applicants the proportion was much higher - 59 per cent. Table 19 sets out the numbers of staff employed in residential care at the time of application and if consideration is given to the fact that work in residential establishments

<sup>141</sup> Office of Population Censuses and Surveys, "Classification of occupations, 1970" (H.M.S.O., 1970)

for children (other than domestic and clerical work) would also be graded II then 58 of the 61 male applicants classified at II are accounted for. The proportion is much smaller, however, in the case of female applicants. 30 were working in residential child care at the time of making application whereas a total of 79 were employed in occupations graded II.

Table 19 Table showing previous experience of applicants who had been engaged in residential child care and/or other forms of social work

	Applicants		Male Applicants	Female Applicants
	Number	%		
Working in residential child care at time of application	88	23	58	30
Working in a branch of the social services at time of application	16	4	2	14
1 previous post in residential child care to that at time of application	39	10	14	25
More than one previous post in residential child care to that at time of application	44	12	19	25
Applicant held one or more posts in social services to that at time of application	58	15	20	38

Note: There is some double counting in that certain applicants fell into more than one category. Other applicants had no previous experience in residential care or related social services.

Very few people entered work in children's establishments directly from home or from school. Only 8 male applicants and 26 female applicants had no previous employment and of these 4 male and 12 female applicants were undergoing a preliminary course of training for residential child care.

It might have been expected that advertisements for relief or assistant housemothers would have produced a higher response from women working in factories or in routine domestic and cleaning occupations. In fact, less than 4 per cent of female applicants were engaged in Grade V jobs. It seems appropriate at this stage, therefore, to consider relative wage rates and other factors which might have some bearing on the recruitment of persons for residential work with children. The following tables provide some information about average weekly earnings and hours of work of manual and non-manual women workers.

**Table 20** Average weekly earnings and hours of work by selected industries<sup>142</sup>

	Average gross weekly earnings 1970 £	Average Hours per week 1970 hrs.
<u>Full-time, manual women aged 18+</u>		
All industries and services	13.4	38.4
Distributive trades	11.9	38.8
Catering - hostels and other residential establishments	11.0	41.6
<u>Full-time, non-manual women aged 18+</u>		
All industries and services	17.8	37.1
Medical and Dental services (including nursing)	18.7	39.9
Housemother Grade I - First point of scale.	15.8	)
Mid-point (6 yrs.)	19.5	) 45 minimum
Top of scale (12 yrs.)	23.0	)

At the first point of the housemothers' scale the gross weekly rate of pay compares favourably with average weekly earnings of manual workers. However, this latter figure is a national average and the rates of pay will vary<sup>143</sup> dependent upon the employment opportunities for female manual workers in different parts of the country and the prevailing economic climate at any one time.

<sup>142</sup> Table prepared from information given in: Department of Employment "British Labour Statistics Year Book 1970" (H.M.S.O., 1972) See Tables 56 and 57. The average gross weekly earnings quoted exclude those groups whose pay is affected by absence. Weekly earnings of residential child care officers calculated from scales set out in "National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services. Scheme of Conditions of Service for Staffs of Children's Homes" Seventh edition. (Published by the National Joint Council 1971) Page 6.

<sup>143</sup> The medium earnings of full-time women workers in April 1971 were:

North of England	£15.6
Greater London	£20.1
United Kingdom	£16.6

On hours of work the position is different. Although a national forty-five hour week was introduced for residential child care staff in October 1972, prior to that time there was no mandatory upper limit.

Conditions of service stated:

"As far as is practicable the working week of resident staff ultimately should not normally exceed 45 hours, .....

It is, however, recognised that in certain circumstances a longer working week may be essential in the interests of the children in care."<sup>144</sup>

This meant that at times of staff shortage or holiday periods, some staff would find themselves working considerably in excess of forty-five hours per week. This lack of a fixed working week may account for residential work with children being less popular than otherwise.

Another consideration is the distribution and spread of hours of work throughout the week. A housemother may find her working day commencing at 7.00 a.m., dealing with breakfasts and seeing children to school. She may continue with clerical or domestic work until 11.00 a.m. and then go off duty until 3.30 p.m. when she begins to prepare for tea and the return of children from school. She may then remain on duty until the children's bed-time at 9.30 p.m. Such a working day holds little attraction, for example, for a woman with family responsibilities of her own who might have considered an appointment as a non-resident relief housemother. The times when additional staff are required in children's homes, namely at evenings, week-ends and during school holidays constitute those "unsocial" hours which many married women seeking employment would prefer to avoid. The position in hostels for children of working age is no better where staff are required to be up very early in the morning to ensure that the

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<sup>144</sup>"National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services. Scheme of Conditions of Service for Staffs of Children's Homes" Seventh edition. (Published by the National Joint Council, January 1971). Page 18.

young people leave for work on time and have to remain on duty much later in the evening to take account of the recreational habits of older children. Such considerations seem likely to weigh heavily against the advantages of higher rates of pay in residential work.

In the case of the younger residential worker some of these factors also apply. The basic salary compared favourably with alternative forms of manual employment and is quite competitive with non-manual rates of pay particularly when the real value of a deduction of £219.00 for board, lodging and personal laundry is taken into account.<sup>145</sup> However, both in relation to the number of hours worked, the spread of hours and their coincidence with times normally given over to recreation, the residential worker is seen as being worse off. Moreover, whilst there may be financial advantages associated with residential emoluments, the opportunities for resident staff (and in particular single staff and/or junior staff) to entertain their friends privately and to insulate themselves from the remainder of the home during off-duty periods are not always available. Thus, the particular situation in which residential staff live is a very pertinent issue and some comments on this follow.

It is difficult to make generalisations about the nature of the actual accommodation offered and this has an obvious bearing on the real value of the emoluments or housing. Further reference is made to this later. There is an increasing tendency for self-contained accommodation to be provided for the superintendent of a children's home (usually the equivalent of a three-bedroomed house) and similarly for the deputy of larger homes. Bigger units such as assessment centres are now providing like facilities for

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<sup>145</sup> The average weekly earnings of full-time women workers in 1970 was £14.00 per week. See: Central Statistical Office, "Social Trends No. 3 1972" (H.M.S.O., 1972) Table 36.

senior staff and other married staff. The situation in the smaller family group home is more difficult. Many of the homes were designed when the underlying concept was that the housemother and her husband should act as substitute parents. Separate accommodation other than a bedroom was, in these circumstances, inappropriate. Moreover, in these smaller units adaptations are rarely possible. Many of the homes are no larger than two council houses put together (some are in fact just that) and there is no space to expand. Utilising children's accommodation for the purpose would reduce the number which could be provided for and render them unviable in economic terms.

Accommodation for single staff is very variable. It ranges from just a bedroom (occasionally even this might be shared) to a self-contained flat. The charge levied is standard whatever the accommodation and those authorities able to offer only the more modest facilities may find themselves disadvantaged when it comes to recruitment. Consequently, this aspect of residential accommodation may be a drawback for single staff or married staff whose living situation is poor but an advantage for senior and other married staff where the standard is higher.

Table 21 Table showing age groups of unemployed women and housewives and the types of post for which they applied

	Total No.	%	Applied for post of Housemother	Applied for post of Relief Housemother	Applied for post of Assistant Housemother	Applied for other posts
Under 21 years	19	22	1	1	16	1
21-30 years	28	31	13	1	12	2
31-49 years	29	32	6	5	13	5
50+ years	14	15	4	3	4	3
	90	100	24(26%)	10(11%)	45(50%)	11(12%)

The proportion of women who stated that they were technically unemployed or housewives was 17% and 15% of female applicants respectively. Further analysis was carried out to determine the age groups of these women and the types of post for which they applied. Table 21 gives details.

Half of these women applied for posts of assistant housemother but only 15% of the applicants were 50 years and over almost one third of the applicants were in the age group 21-30, which calls into question the "older matronly" view of the houseparent.

The remainder of Table 18 shows small proportions of applicants engaged in voluntary work and employed in Grade IV and Grade V occupations. Almost 20% of applicants were employed in Grade IIIM and Grade IIIN occupations and some 8% on professional training and/or academic courses. No applicant was employed in a Grade I profession.

Table 19 illustrates that almost a quarter of all applicants were engaged in residential care at the time of making application although the proportion of male applicants working in residential care is noticeably higher - 56%. This lends some support to the view that more senior appointments tend to be available for men in which a higher premium is placed on relevant previous experience. One in five applicants had held one other post in residential child care prior to the one held at the time of application and one in ten had held more than one such post i.e. they had experience of at least three different residential child caring situations. About 15% of the population had held posts in either the voluntary or the statutory personal social services or community health services other than ones concerned with the residential care of children.



It would have been of interest to have known the total number of posts which applicants had held both in relation to previous service within and without the field of social services. However, preliminary scrutiny of application forms suggested that those sections of the forms were very variably completed and in a number of cases most inadequately. It was decided that to have recorded the available information as stated might have led to the drawing of totally misleading conclusions.

Table 22 Table showing length of time in existing appointment or situation

	All applicants		Male	Female
	Number	%		
Under 1 year	134	35	37	97
1-3 years	129	34	39	90
4 years and over	39	10	14	25
Not known	78	21	13	65
	380	100	103	277

The high percentage of unknowns (21%) makes observations difficult. However, almost 70% of all applicants had spent less than four years in their appointment or situation at the time of application. Whilst recognising that this figure includes 104 persons who were either unemployed or housewives, this proportion may be regarded as rather higher than might have been expected.

Effect on salary of appointmentTable 23 Table showing effect on gross salary of being offered an appointment

	All Applicants		Male Applicants	Female Applicants
	Number	%		
Probable increase in gross salary	249	65	64	185
Probable similar gross salary	29	8	8	21
Probable decrease in gross salary	37	10	17	20
Effect on gross salary unknown	65	17	14	51
	380	100	103	277

Despite the fact that the effect on gross salary of being offered an appointment is unknown in 17% of cases there are clear indications that at least 65% of the applicants would enjoy an increase in salary. The implications in terms of real income of taking up a residential appointment are however greater than a straight-forward reading of the table would suggest. The hidden benefit lies in emolumental and/or housing perquisites.

At the time the study was undertaken, a man in charge of a children's home with about 20 places was remunerated on Grade IV of the salary scales of staffs for children's homes<sup>146</sup> and received a maximum of £1,554 (January 1971 rates). Such an officer paid £219 per annum for his board and lodging. If

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<sup>146</sup> See "Standing Joint Advisory Committee for Staffs of Children's Homes Scheme of Conditions of Service" (Published jointly by the National Association of Local Government Officers and Employers representatives, Seventh Edition, January 1971) for full details.

his wife was employed and shared his accommodation (which one presumes she did) she was charged at a slightly reduced rate. If the officer had children under eleven years the weekly charge was £1.26 and if over eleven years £1.82. If the real value of the services the officer receives in exchange for the payments he made is investigated some interesting figures emerge.

The example of a married couple, both employed with two children under eleven years is taken. In 1971, the officer's payments were slightly in excess of £10 per week. To compare this with the economic cost in the community one might look at a fully furnished three-bedroomed house of modest proportions. Dependant upon region and locality, the cost of a furnished rental in 1971 in the north of England ranged from £10 to £15. Rates, heating, lighting, repairs, laundry and feeding the family could total £20 per week. Thus it can be shown that his outgoings in the community matched against his standard of living within a residential home and taking only those items which he received for his board and lodgings payments were between £30 and £35 per week. Thus subtracting the payments, the net value of the officer's subsidised system of living was between £20 and £25 per week. If allowance is further made for the fact that the subsidy is tax free and the amount of money considered that the officer would have to have earned in the community to have remaining to him sufficient to pay for that standard of living, the estimate of the real subsidy lies somewhere between £26 and £32.50. In terms of an annual amount this is £1,350 to £1,690 and could well be beyond the maximum of his salary (not to mention hers). Against these financial considerations, the factors relating to unsocial hours mentioned previously also apply.

In summary, this demonstrates that whilst a gross salary rise would have accrued to some 65% of all applicants had they been successful, the real increase, had they also been resident, would have been significant and might very well have applied to a greater percentage of the population.

### Background Factors

It would have been interesting to determine the extent to which children's residential establishments are run by people who themselves experienced forms of deprivation in childhood. It is known that in past years the major voluntary organisations providing residential care for children have taken onto their staff certain children who have been in their care.<sup>147</sup> Attitudes towards this practice appear to have changed more recently. From general discussion with staff of local authorities responsible for the employment of residential child care staff it is clear that if an applicant was "in care" as a child this is regarded as a warning light. It is by no means clear the extent to which applicants volunteer such information when completing forms and if a potential applicant senses that being in residential care as a child might be disadvantageous then details may be withheld. A total of 5 applicants stated in their application forms that they had been "in care" as children. A further 5 had parents who were either houseparents or involved in the provision of social services for children. An additional situational factor in the case of 4 applicants was that their application coincided with their re-marriage and there were some indications that a residential appointment would solve an otherwise tricky accommodation and housing problem. Other circumstances which might have had some bearing on an applicant's desire to be appointed included 7 who had been foster parents, 1 who had worked for some time on a voluntary basis in a children's home and 1 who had an illegitimate child of her own.

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<sup>147</sup> In the Annual Review for 1972/73 of Dr. Barnardo's, a reference is made to a home for 12 "elderly handicapped ladies, who in turn were Barnardo children, were then employees and are now pensioners". See "Barnardo's Annual Review 1972/73" (Published by Dr. Barnardo's)

Referees of applicants

Table 24 Table showing the number of applicants using employers, doctors, clergymen, teachers and tutors as referees

	Applicants		Male Applicants	Female Applicants
	Number	%		
One referee was applicant's present employer	143	38	61	82
Previous employer	123	32	34	89
One referee was a doctor	40	11	11	29
One referee was a clergyman	72	20	19	53
One referee was a former teacher of applicant	37	10	9	28
One referee was a former tutor to applicant	60	16	22	38

143 of all applicants gave their employer's name as a referee and as 244 (see Table 18) were in actual employment at the time of making the application, this represents 59%. The proportion of men, however, giving their existing employer was higher - 76%.

Almost one-third of all applicants gave the name of a previous employer and the proportions were evenly spread between men and women.

Doctors (11%), Clergymen (20%) and Teachers (10%) appeared to be equally popular with men and women as referees although clergymen were used almost twice as frequently as either of the other two. Tutors to courses (16%) were proportionately more popular with men than with women but the number of men in proportion to women who attended courses directly, less directly or incidentally concerned with the care of children was also higher.

Table 25 Table indicating limited information about references

	All Applicants	Male Applicants	Female Applicants
References taken up	197	49	148
Supportive references	174	42	132
Conflicting or unsupportive references	23	7	16

References were taken up on just over half the applicants. Most of the referees supported the candidates (87%), and in the remaining cases the references either conflicted or were unsupportive.

CHAPTER IVSECTION 2    Characteristics of successful applicants compared with others

In this section, a comparison is made between those applicants who were successful insofar as they were offered appointments and actually began work in the capacity to which they were appointed and applicants who were not successful in these terms. This latter group may in turn be sub-divided into 3 categories: applicants who were successful in the sense that they were offered appointments but withdrew their acceptance before the day they should have taken them up; applicants who withdrew before the outcome of their application was known; and applicants who were unsuccessful in that their application was considered but they were not offered an appointment.

In the forthcoming tables, the number concerned in each of the four groups is quoted but the majority of comment is given over to a comparison of how successful applicants who actually took up their appointments compared with the population as a whole. A more detailed mention is therefore made at this stage of the applicants who withdrew both before and after the outcome of their application was known.

Table 26    Table showing the outcome of applications

	All Applicants	Male Applicants	Female Applicants
Applicant successful and took up appointment	72	17	55
Applicant withdrew having been offered appointment	16	1	15
Applicant withdrew before outcome of application known	36	5	31
Applicant unsuccessful	256	80	176
TOTAL	380	103	277

Table 26 shows that a total of 72 applicants took up appointments out of 380 who applied. The figure of 72 includes several applicants who were subsequently offered appointments when some of the 16 who were initially offered them later withdrew. An attempt was made to investigate why these 16 withdrew. No reasons could be deduced in 10 cases and a further 3 were for unspecified "personal" reasons. Of the remainder, one decided that she would be unable to work with the housemother; a second claimed that she was misinformed about the conditions of service at interview; and a third had an elderly mother who could not be accommodated. The 36 who withdrew before the outcome of their application was known were similarly investigated but little was revealed in terms of reasons. No reason could be determined in 30 cases and 2 more were for more unspecified "personal" reasons. One wanted a year's relevant experience prior to embarking on a social science course and the timing did not suit her; one obtained another appointment; one was not interested in being residential; and one had a teenage daughter who was not prepared to share a bedroom with a relief housemother.

Discussion with social services departments' staff responsible for recruiting residential child care officers suggested that a reason for withdrawals is often lack of suitable accommodation. Some support for this view is found in the Government Social Survey<sup>148</sup> enquiry (1961-62) into the reasons for a heavy turnover of staff employed in residential children's homes which revealed that 34% of current staff and 44% of former staff thought that their own accommodation presented problems in relation to the nature of the accommodation provided and the opportunity to entertain friends. Moreover, the report of a study group comprising representatives of the Association of Children's Officers, the Residential Child Care Association and the Association of Child Care Officers, meeting in 1968, re-emphasised the point in relation to the impact of suitable staff accommodation on recruitment:

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<sup>148</sup> Selma F. Monsky, "Staffing of Local Authority Residential Homes for Children" An inquiry carried out November 1961 - January 1962 for the Home Office. (The Social Survey, SS335) April 1963. Page 121.



"As the Williams Committee clearly stated, conditions of work and living standards have been, and are, frequently very poor in residential work."<sup>149</sup>

Beyond these indications, however, it is not possible to account further for the 52 withdrawals. They represent around 14% of the total number of applicants.

#### Age and Marital Status

Table 27 Table showing age of successful and other applicants

	Successful Took up appointment				Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All No.	%	M	F	All	M	F	All	M	F	All	M	F
Under 21 years	15	21	1	14	5	0	5	8	0	8	47	3	44
21-30 years	17	24	6	11	4	0	4	15	2	13	65	16	49
31-49 years	31	43	7	24	1	0	1	9	3	6	105	47	58
50 years and over	9	12	3	6	6	1	5	4	0	4	39	14	25
TOTALS	72	100	17	55	16	1	15	36	5	31	256	80	176

The distribution of successful applicants throughout the four age-groups follows very closely the distribution of all applicants. 67% of successful applicants were in the age-range 21-49 compared with 65% of all applicants and the same proportion were under 21 years. The similarity applies to male as well as female applicants.

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<sup>149</sup>"The Residential Task in Child Care" (Known as the Castle Priory Report). Report of a Study Group. Published by the Residential Child Care Association, 1969 Para. 45.

Table 28 Table showing marital status of successful and other applicants

	Successful Took up appointment				Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All No.	%	M	F	All	M	F	All	M	F	All	M	F
Single	32	45	4	28	8	0	8	19	0	19	79	16	63
Married	34	47	11	23	6	1	5	14	5	9	170	64	106
Widowed	2	3	0	2	1	0	1	1	0	1	2	0	2
Separated	1	1	1	0	1	0	1	1	0	1	1	0	1
Divorced	3	4	0	3	0	0	0	1	0	1	4	0	4
TOTALS	72	100	16	56	16	1	15	36	5	31	256	80	176

The proportion of single applicants who were successful (44%) was higher than in the case of all applicants (36%). This increase was chiefly at the cost of married applicants where married women accounted for 50% of all applicants but 41% of successful ones. Where the post was residential the availability of suitable accommodation may have influenced some of the candidates who were appointed but withdrew. If applicants who were widowed, separated and divorced are grouped together then they represented 8% of the successful applicants and 5% of the population as a whole - an insignificant difference in view of the numbers involved.

Education and TrainingTable 29 Table showing education at school of successful and other applicants

	Successful Took up appointment				Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All No.	%	M	F	All	M	F	All	M	F	All	M	F
Applicant left school at 15 years with no formal qualifications	54	75	12	42	9	1	8	18	2	16	143	40	103
Applicant obtained G.C.E./C.S.E. or Northern Counties before leaving school	18	25	5	13	4	0	4	14	2	12	91	37	54
Others	0	0	0	0	3	0	3	4	1	3	22	3	19

Three-quarters of all successful applicants left school at 15 years without any formal leaving qualifications. The remainder obtained at least one subject at General Certificate of Education 'Ordinary' level, at least one subject in the Certificate of Secondary Education or some passes in the Northern Counties School Certificate. This compares with 59% of all applicants who obtained no leaving qualifications and 33% who did. Slightly higher proportions of all male applicants (43%) and successful male applicants (29%) obtained leaving qualifications but the numbers involved in the latter case are too small to provide a basis for comment. In general it can be said that successful applicants had fared less well in terms of obtaining school leaving qualifications than the population as a whole.

**Table 30** Table showing qualifications of successful and other applicants

	Successful Took up appointment			Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All	M	F	All	M	F	All	M	F	All	M	F
Applicant holds University degree, diploma or certificate <u>except</u> teacher's certificate	2	2	0	0	0	0	1	1	0	8	6	2
Certificate in Education (Teacher's Certificate)	5	4	1	0	0	0	1	1	0	34	23	11
Other academic or professional qualification at 18+	1	0	1	2	0	2	1	0	1	14	10	4
Certificate in the Residential Care of Children	5	3	2	0	0	0	5	3	2	10	7	3
Preliminary Residential Child Care Certificate or In-Service Study Course Certificate of Attendance	10	1	9	1	0	1	3	0	3	9	4	5
N.N.E.B. (Nursery Nurse)	2	0	2	3	0	3	3	0	3	7	0	7
Nursing qualification	5	0	5	1	0	1	1	0	1	15	1	14
IIIM trade training	3	3	0	0	0	0	0	0	0	16	14	2
IIIN training	3	0	3	4	0	4	4	0	4	24	0	24
Applicant studied after 15 but did not acquire formal qualifications	7	2	5	3	1	2	2	1	1	42	18	24
Applicant withdrew from course leading to academic or professional qualification at 18+	0	0	0	0	0	0	4	2	2	3	1	2
No further study since leaving school	26	4	22	6	0	6	15	0	15	103	16	87
<b>TOTALS</b>	<b>69</b>	<b>19</b>	<b>50</b>	<b>20</b>	<b>1</b>	<b>19</b>	<b>40</b>	<b>8</b>	<b>32</b>	<b>285</b>	<b>100</b>	<b>185</b>

Note: Totals exceed the number of applicants in each group because some held more than one qualification or fell into more than one category.

The proportion of successful applicants without any formal qualifications whatsoever was 46% as opposed to all applicants where it was 54%. The proportion of men without formal qualifications was lower in both cases. Although eleven applicants held a university degree, certificate or diploma and of these seven held the Advanced Certificate in Residential Child Care, only two applicants were successful. However, 5 holders of the Advanced Certificate applied for the same post where the advertisement had stipulated that possession of the qualification was a pre-requisite of application.

Five of the 40 qualified teachers who applied for posts were successful. The number of successful candidates in this category is to some extent determined by the availability of posts for teachers during the period. Thirteen posts might reasonably have been occupied by teachers. Only one holder of other academic or professional qualifications was successful out of 18 who applied although a further 2 were offered appointments and subsequently withdrew their acceptance.

In at least 109 of the 122 posts advertised, possession of the basic Residential Child Care Certificate would have been sufficient to designate the applicant "qualified". Twenty applicants held the qualification; 5 holders were successful. The number of posts in respect of which at least one qualified applicant applied was 10. In 5 cases where at least one qualified applicant applied, the applicant was not successful.

Holders of the Preliminary Residential Child Care Certificate or persons who had completed the In-Service Study Course for residential staff fared rather better in terms of successful applications. Only 6% of all applicants held these certificates but holders represented 14% of all successful applicants. Certain special considerations apply to these applicants. The Preliminary Residential Child Care Certificate is a course for school leavers aged 16 years and over. It provides the opportunity for

a student to continue his general education and to study child development and residential care at a preliminary level. It is offered in local Colleges of Further Education and the majority of students on these courses are local; they engage in practical work in local homes and hostels where they become known. Local authorities have come to rely on an annual "crop" of younger house staff from this source and contacts between courses and employing authorities are well established.

A similar situation applies to holders of Certificates of Attendance from Approved In-Service Study Courses. These courses are available only to men and women in employment in residential child care, usually on a day release basis and it follows that holders of the Certificate are more likely to be found in those areas where local colleges provide the courses.

A study of the location of the courses in relation to the local authorities to which holders of these two qualifications applied has borne out this expectation. Of 23 holders of the qualifications, 20 came from Teesside, Durham and Hartlepool, all utilising two established Preliminary and In-Service Study Courses in their areas and a further 2 came from Tynemouth where there is an In-Service Study Course at Wallsend. Of the ten successful candidates, seven were under 21 years of age. In terms of influences on recruitment, particularly for younger and junior staff, the presence of relevant training courses situated locally appears to be an important factor.

The proportion of successful applicants who were nursery nurses or who possessed other nursing qualifications reflected (to within 1%) the proportions of these groups in relation to all applicants.

None of the 7 applicants (under 2%) who had withdrawn from a course of professional training which had they successfully completed would have given

them a professional qualification, were offered appointments. The proportion of successful applicants who had no further study since leaving school was a little lower (36%) than similarly situated applicants in the total population (40%).

### Previous work experience

Table 31 Table showing the employment or situation of successful and other applicants at the time of application

	Successful Took up appointment				Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All No.	%	M	F	All	M	F	All	M	F	All	M	F
II	30	42	12	18	9	1	8	10	4	6	91	44	47
Registrar-General's IIIM	6	8	0	6	0	0	0	1	0	1	19	10	9
Classification of IIIN	8	11	1	7	2	0	2	6	1	5	32	2	30
Employment IV	0	0	0	0	0	0	0	2	0	2	12	4	8
V	2	3	0	2	0	0	0	1	0	1	13	1	12
Unemployed	13	18	1	12	3	0	3	8	0	8	38	13	25
Housewife	2	3	0	2	0	0	0	3	0	3	37	0	37
Voluntary work	1	1	1	0	0	0	0	0	0	0	1	1	0
Professional training or academic course	10	14	2	8	2	0	2	5	0	5	13	5	8
TOTALS	72	100	17	55	16	1	15	36	5	31	256	80	176

A slightly higher proportion of successful applicants (41%) were employed in Grade II<sup>150</sup> occupations than applicants as a whole (37%). If the numbers of applicants who withdrew having been offered an appointment are added then the proportion is higher (44%). The proportions of applicants in each category are equitable to within 1% in respect of those employed in Grades IIIM,<sup>150</sup> IIIN and V occupations. No successful applicant was employed in a Grade IV occupation. A greater proportion of unemployed applicants were successful (21% as opposed to 16%) although of 42 (11%) housewives who applied for posts only 2(3%) were successful. This situation

<sup>150</sup> Office of Population Censuses and Surveys, "Classification of occupations 1970" (H.M.S.O., 1970)

leads one to question the technical validity of statements on application forms that applicants are "unemployed". If the number of female applicants in the unemployed category is added to the number of housewives then the proportion of women who were not in employment, professional training or voluntary work who applied for an appointment is 24% and the proportion who were successful is 19%.

Applicants engaged in a professional training course at the time of applying accounted for 8% of the population and the proportion of successful applicants similarly engaged was 14%.

Table 32 Table showing previous experience of successful and other applicants who had been engaged in residential care and/or other forms of social work

	Successful Took up appointment			Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All	M	F	All	M	F	All	M	F	All	M	F
Working in Residential Care at time of application	21	10	11	3	1	2	6	3	3	58	44	14
Working in branch of social services at time of application	4	0	4	3	0	3	2	0	2	7	2	5
1 previous post in residential child care to that at time of application	13	2	11	0	0	0	6	1	5	20	11	9
More than 1 previous post in residential child care to that at time of application	11	6	5	1	0	1	4	2	2	28	11	17
Applicant held one or more posts in social services to that at time of application	6	2	4	4	0	4	3	0	3	45	18	27

NOTE: There is some double counting in that certain applicants fell into more than one category. Other applicants had no previous experience in residential care or related social services.



The percentage of successful candidates working in residential child care at the time of making application was 29% compared with 23% of all applicants. The higher proportion previously referred to in relation to the entire population applied similarly to the successful candidates. One in three successful applicants (one in two in the case of men) had held one or more posts in residential child care prior to that at the time of making application. This compared with one in five (one in three in the case of men) of all applicants. Previous experience in residential child care did improve the chances of an applicant being successful. Working in a branch of the personal social services or community health services made little difference whilst applicants who had had greater experience (in terms of the number of jobs held) in these areas represented 15% of all applicants but only 8% of successful applicants.

Table 33 Table showing the length of time in post at time of application of successful and other applicants

	Successful Took up appointment				Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All No.	%	M	F	All	M	F	All	M	F	All	M	F
Under 1 year	25	35	7	18	6	0	6	16	2	14	87	28	59
1-3 years	29	40	6	23	5	0	5	10	3	7	85	30	55
4 years and over	11	15	4	7	3	1	2	1	0	1	24	9	15
Not known	7	10	0	7	2	0	2	9	0	9	60	13	47
TOTALS	72	100	17	55	16	1	15	36	5	31	256	80	176

The proportion of all applicants who had been in their post for less than one year was similarly reflected in the proportion of successful applicants. More successful applicants had spent between 1 and 3 years in their existing post (40% as opposed to 34%) and few successful applicants had spent more than 4 years in their post at the time of application. The proportion of 'Not known' amongst successful applicants was half that of all applicants.

Effect on salary of appointmentTable 34 Table showing the effect on gross salary of being offered an appointment of successful and other applicants

	Successful Took up appointment				Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All No.	%	M	F	All	M	F	All	M	F	All	M	F
Probable increase in gross salary	55	76	11	44	8	0	8	20	2	18	166	51	115
Probable similar gross salary	4	6	2	2	1	1	0	2	2	0	22	3	19
Probable decrease in gross salary	3	4	1	2	2	0	2	5	0	5	27	16	11
Effect on gross salary unknown	10	14	3	7	5	0	5	9	1	8	41	10	31
TOTALS	72	100	17	55	16	1	15	36	5	31	256	80	176

At least three-quarters of all successful applicants (four out of five in the case of women) enjoyed an increase in gross salary compared with the two-thirds of all applicants whose salary would have been increased had they been successful. In proportion, marginally fewer successful applicants would have received similar or reduced salaries. When the considerations relating to the financial advantages derived from favourable emoluments charges are taken into account then the indications are that a greater proportion of applicants who are successful (particularly women) would enjoy rises in salary than applicants in general. On the matter of salary there is a further factor to take into account. When the basic information was being collected, a decision as to whether an applicant would enjoy an increase in salary was based on the assumption that a local authority would offer the minimum amount recommended by the Standing Joint Advisory Committee for Staffs of Children's Homes. The regulations do provide, however, that "in individual cases a

commencing salary in accordance with a higher incremental point ..... may be determined by the employing body .....<sup>151</sup>

### Referees of applicants

Table 35 Table showing the number of successful and other applicants using employers, doctors, clergymen, teachers and tutors as referees

	Successful Took up appointment			Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All	M	F	All	M	F	All	M	F	All	M	F
One referee was applicant's present employer	30	13	17	8	1	7	10	2	8	94	45	50
One referee was applicant's previous employer	25	6	19	6	0	6	12	3	9	80	25	55
One referee was a Doctor	7	0	7	2	0	2	2	1	1	29	10	19
One referee was a Clergyman	13	2	11	1	0	1	8	1	7	50	16	34
One referee was a former teacher of applicants	7	1	6	4	1	3	5	0	5	21	7	14
One referee was a former Tutor to applicant	14	5	9	3	0	3	11	4	7	32	13	19

The persons whom successful applicants used as referees corresponded in proportion very closely to those of all applicants. Successful applicants used their existing employers to a slightly increased extent after taking into account the number of successful applicants who were in employment when the application was made (65% for successful applicants: 59% for all applicants) and there was a small increase in the number of tutors used

<sup>151</sup> See Standing Joint Advisory Committee for Staffs of Children's Homes "Scheme of Conditions of Service" (Published jointly by the National Association of Local Government Officers and Employers' representatives, Seventh Edition, January 1971). Page 8.

which, when the proportion of successful applicants who were undergoing some form of training prior to applying is considered, might have been expected.

Table 36 Table giving limited information about references of successful and other applicants

	Successful Took up appointment			Post offered but applicant withdrew			Withdrew before out- come known			Unsuccessful		
	All	M	F	All	M	F	All	M	F	All	M	F
References taken up	69	16	53	13	1	12	23	4	19	92	28	64
Supportive references	66	15	51	12	1	11	22	4	18	74	22	52
Conflicting or unsupportive references	3	1	2	1	0	1	1	0	1	18	6	12

References were taken up in the cases of 69 out of 72 applicants. They were supportive in 66 cases and conflicted in 3 (96% supportive). No references were sought on 3 applicants who were already in the employ of the prospective authority. The proportion of supportive references in the case of all applicants (bearing in mind that references were taken up on about half the total of applicants) was 87% and it would have been surprising to find a higher proportion of conflicting or unsupportive references amongst successful applicants.

## Chapter IV

### Section 3    Characteristics of successful applicants compared with those in post

This section compares certain characteristics of successful applicants with information collected about persons working in residential child care on 30th September 1972. At the beginning of this chapter reference was made to the fact that information had been obtained on 413 applicants. This represented the total number of persons in respect of whom completed application forms were available. For the purposes of this comparison all applicants who were offered appointments and who actually entered into them have been included. Consequently, the number of successful applicants has been increased from the 72 utilised in Sections 1 and 2 to 105 by the addition of 33 applicants from the five authorities where application forms of applicants other than those subsequently appointed had been destroyed in part or whole.

Information relating to persons actually engaged in residential child care has been drawn from statistics compiled by the Department of Health and Social Security. In September 1972, Statistics and Research Division 6 of the Department of Health and Social Security requested local authority social services departments to make returns of all child care staff engaged in the following types of homes:

Residential Nurseries

Children's Homes

Observation and Assessment Centres (referred to as reception centres, special reception centres and remand homes)

Hostels

Training Homes

The definition child care staff was to exclude administrative, clerical, domestic and specialist staff not employed to undertake child care work. It should also be noted that teaching staff were only included in certain types of home.

Local authorities were asked to give details of staff in terms of age, sex, qualifications, nature of employment (whole or full-time), numbers appointed and resigned and numbers of students taken in respect of each type of home listed above. The information collected was subsequently analysed by areas of employment within each local authority and the regions of the Social Work Service of the Department of Health and Social Security. It was presented in tabular form in a series of documents obtainable on request from the Department of Health and Social Security.<sup>152</sup> A study of these tables has enabled a limited degree of comparison between successful applicants and persons engaged in residential work at an approximately contemporaneous period. The comparisons are restricted to factors of sex and qualification. Unfortunately age comparisons were not possible. This study's age groupings are:

Under 21 years  
 21-30 years  
 31-49 years  
 50 years and over

Department of Health and Social Security age groupings are:

Under 24 years  
 24-39 years  
 40-54 years  
 Over 54 years

When the age groupings for this study were chosen, they were selected in order to enable some comparison with the findings of the Williams Committee<sup>153</sup> and

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<sup>152</sup> Department of Health and Social Security, Statistics and Research Division 6, "Local Authority Social Services Departments: Staff of Residential Establishments for Children (excluding staff of approved schools) at 30th September 1972" June 1973. Ref. S/F73/4 and

Department of Health and Social Security, Statistics and Research Division 6, "Local Authority Social Services Departments: Staff of Certain Residential Establishments for Children at 30th September 1972" August 1973. Ref. S/F73/7.

<sup>153</sup> "Caring for People: Staffing Residential Homes" - the Report of a Committee of Enquiry set up by the National Council of Social Service. (George Allen and Urwin, 1967)

the Monsky<sup>154</sup> enquiry. These were the only available sources of information relating to the age of staff engaged in residential work with children and whilst they did refer to the situation on 30th November 1963 and October 1961 respectively, it was felt that some comparison would be preferable to nothing. However, in 1971 when the Department of Health and Social Security assumed responsibility from the Home Office for children's services, a decision was made to obtain the information described earlier. Unfortunately, by the time this fact was known, almost all the basic information on applicants had been collected and the age groupings selected.

The following general points should also be noted:

- (1) The descriptions of successful applicants in terms of sex and qualifications and in relation to staff in post on 30th September 1972 are grouped in two ways. First, they are related in turn to staff employed in the northern region from which all applicants were drawn and staff employed in England at large. Secondly, both applicants and staff are grouped according to the type of residential establishment in which they worked.
- (2) There were only 2 successful applicants engaged in nursery work and whilst these have not been compared separately they are included in the overall total in Table 40.
- (3) In each of the tables 40 to 43 the description "Fully relevant qualifications" means that the staff or applicants possessed either the  

Senior Certificate in the Residential Care of Children  
or the  
Certificate in the Residential Care of Children.

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<sup>154</sup> Selma F. Monsky, "Staffing Local Authority Residential Homes for Children: An inquiry carried out November 1961 - January 1962 for the Home Office" (Central Office of Information SS 335, April 1963)

The description "Other relevant qualifications" means that staff or applicants possessed one of the following:

In-Service Study Certificate of Attendance  
Preliminary Certificate in the Residential  
Care of Children  
Nursing qualifications  
National Nursery Examining Board Certificate

- (4) There is one small variation in the way the two sets of figures have been collected. In Table 40 it will be noted that the total number of successful applicants is less than the sum of applicants holding fully relevant qualifications, other relevant qualifications and no such qualifications. This is due to a small element of double counting in that several applicants possessed both "fully relevant" and "other relevant" qualifications. The Department of Health and Social Security notes of guidance<sup>155</sup> to local authorities in the completion of returns specifically stated that staff should be counted only once.

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<sup>155</sup> Department of Health and Social Security "General Notes to Forms SBL696-700" No reference given and undated.



**Table 37** Table showing successful applicants by sex, authority and type of post

	Durham C.C.	Northumberland C.C.	Carlisle C.B.	Tynemouth C.B.	Newcastle C.B.	Gateshead C.B.	Hartlepool C.B.	Sunderland C.B.	South Shields C.B.	Darlington C.B.	Teesside C.B.	TOTALS
<b><u>WOMEN</u></b>												
Assistant Housemother	1	1		5		1	6	5	14	8	4	45
Relief Housemother											6	6
Housemother in Charge	5		1		2	1		3	1	1	2	16
Supervisor/Instructor								1				1
Matron of Establishment								2				2
Deputy Matron of Establishment	3	2			1			1		1	1	9
Nursery Nurse	2				1							3
<b>TOTAL FOR WOMEN</b>	<b>11</b>	<b>3</b>	<b>1</b>	<b>5</b>	<b>4</b>	<b>2</b>	<b>6</b>	<b>12</b>	<b>15</b>	<b>10</b>	<b>13</b>	<b>82</b>
<b><u>MEN</u></b>												
Assistant Housefather					1		1	1		2		5
Housefather												
Housemaster											1	1
Supervisor/Instructor	1										3	4
Superintendent Home/Hostel	1							1			1	3
Superintendent Observation Centre	1							1	1		1	4
Deputy Superintendent Observation Centre	2	1										3
Deputy Superintendent Home/Hostel											1	1
<b>TOTAL FOR MEN</b>	<b>5</b>	<b>1</b>			<b>1</b>		<b>1</b>	<b>3</b>	<b>1</b>	<b>2</b>	<b>7</b>	<b>21</b>
<b><u>OTHERS</u></b>												
Teachers	2											2
General Enquiries												
<b>TOTAL FOR OTHERS</b>	<b>2</b>											<b>2</b>
<b>GRAND TOTALS</b>	<b>18</b>	<b>4</b>	<b>1</b>	<b>5</b>	<b>5</b>	<b>2</b>	<b>7</b>	<b>15</b>	<b>16</b>	<b>12</b>	<b>20</b>	<b>105</b>

Table 38 Table showing successful applicants by sex, authority and type of home

	Children's Homes			Observation and Assessment Centres			Hostels			Others including nurseries	TOTALS
	All	M	F	All	M	F	All	M	F	All	
Durham C.C.	6		6	9	5	4	2	1	1	1	18
Northumberland C.C.				3	1	2	1		1		4
Carlisle C.B.	1		1								1
Tynemouth C.B.	5		5								5
Newcastle C.B.	2	1	1	1	1		1		1	1	5
Gateshead C.B.	2		2								2
Hartlepool C.B.	3	1	2	4		4					7
Sunderland C.B.	6		6	7	2	5	2	1	1		15
South Shields C.B.	12		12	4	1	3					16
Darlington C.B.	4	1	3	6	1	5	2		2		12
Teesside C.B.	10		10	6	5	1	4	2	2		20
	51	3	48	40	16	24	12	4	8	2	105

Before proceeding to a direct comparison of successful applicants with those in post on 30th September 1972, Tables 37 and 38 give some general information about the enlarged group of successful applicants. Of the 105 applicants, 23 were men and 82 women. In all, 122 posts were advertised (see Tables 10 and 11). Almost all the posts for men were filled. Difficulty appeared to be encountered in filling the 10 openings for Matrons of establishments. Only 2 appointments were made. Six of the eight unfilled vacancies offered only modest living quarters and in two of these cases accommodation was available for single women only. It may be that the accommodation proved to be a disincentive - an additional four applicants were offered appointments but withdrew before taking them up. Of the 60 posts advertised in children's homes (see Table 11) 51 appointments were made; of the 42 posts in observation and assessment centres 40 appointments were made; of the 15 posts in hostels 12 appointments were made; and of the 3 posts in residential nurseries, 2 appointments were made. Each authority succeeded in making appointments to at least 75% of the posts advertised except Newcastle which filled only half its vacancies.

Of those authorities which kept records of successful and unsuccessful applicants, Table 39 shows the average number of applicants per post. There were, on average, slightly under 4 applicants for each post advertised.

Table 39 Table showing the average number of applicants per post

Authority	No. of applicants	No. of Posts	Average number of applicants per post
Carlisle	1	1	1
Tynemouth	10	7	1.4
Newcastle	36	10	3.6
Hartlepool	12	7	1.7
South Shields	79	19	4.1
Teesside	117	22	5.3
TOTALS	255	66	3.9

All types of homeTable 40 Comparisons of successful applicants with those in post on 30th September 1972 - All types of home

		England	Northern Region	Successful* applicants
All Child Care staff in post or total number of successful applicants	Male	1506	44	23
	Female	5073	304	82
	TOTAL	6579	348	105
Fully relevant qualifications	Male	319	8	5
	Female	647	38	5
	TOTAL	966 (15%)	46 (13%)	10 (9%)
Other relevant qualifications	Male	292	13	5
	Female	1513	73	23
	TOTAL	1805 (27%)	86 (25%)	28 (26%)
None of the above qualifications	Male	895	23	14
	Female	2913	193	56
	TOTAL	3808 (58%)	216 (62%)	70 (65%)

\*See Tables 37 and 38 showing successful applicants by sex, authority and type of home, for fuller details.

Table 40 compares successful applicants with those in post on 30th September 1972 in all types of home. In relation to staff in post, one particularly interesting feature is the low proportion of male to female staff in the northern region - 12% as opposed to 23% in the country as a whole. This must be accounted for in part by the high preponderance of small children's homes utilising the part-time housefather arrangement and the correspondingly fewer established posts for men. The figures in Table 43 for staffs of children's homes bear out this contention.

The northern region was a little less well provided with qualified staff than the country as a whole and this applied equally to men and women although

the former enjoy a greater proportion of qualified staff. The proportion of successful applicants possessing 'other relevant qualifications' equated with staff in post but the overall proportion with fully relevant qualifications was lower (9%). There was, however, an equitable proportion of men with fully relevant qualifications. The longer term effect of this smaller proportion of newly appointed staff possessing fewer qualifications would lead to a deteriorating situation in the northern region, assuming that the remainder of the country managed to sustain or improve upon their present levels. However, the overall position in relation to staff with fully relevant qualifications might be expected to get better. In 1970 and 1971 courses for the training of residential staff were established at Durham Technical College and Newcastle Polytechnic. Whilst entry is open to students from the country at large in the case of the latter, the Durham course is operated on a part-time basis and only local applicants are eligible and able to apply. Output from these courses is approximately 18 persons a year and this factor again indicates the impact of locally-provided courses on the proportion of trained personnel available to employing authorities.

# Observation and Assessment Centres

Table 41 Comparisons of successful applicants with those in post - observation and assessment centres

		England	Northern Region	Successful applicants
All child care staff in post or total number of successful applicants	Male	387	21	16
	Female	659	49	24
	TOTAL	1046	70	40
Fully relevant qualifications	Male	96	3	4
	Female	121	12	4
	TOTAL	217 (21%)	15 (21%)	8 (19%)
Other relevant qualifications	Male	61	8	2
	Female	163	10	6
	TOTAL	224 (21%)	18 (26%)	8 (19%)
None of the above qualifications	Male	230	10	11
	Female	375	27	16
	TOTAL	605 (58%)	37 (53%)	27 (63%)

In the observation and assessment centres, the proportion of men to women in post throughout the country was noticeably higher than the corresponding proportion in all types of home - 37% compared with 23%. In the northern region, the proportion was higher than in all types of homes but less than the country at large - 30%. Amongst successful applicants in observation and assessment centres, the number of men to women was in the ratio of 2 to 3 which reflects the fact that of 42 posts available in these centres (see Table 11) 17 were for men.

The greater proportion of men engaged in observation and assessment centre work may arise from two considerations.

1. The classification "observation and assessment centre" includes establishments which were previously remand homes. Traditionally, in terms of staffing, these homes

for boys have been "all-male preserves" and the homes for girls staffed largely by women. In December 1971 there were 38 remand homes for boys and 28 for girls, the former providing for  $2\frac{1}{2}$  times as many boys, hence a greater concentration of male staff.<sup>156</sup>

2. During the past few years considerable emphasis has been placed on the value of full assessments being available on children entering local authority care and some "kudos" attached to working in observation and assessment centres. The centres have endeavoured to attract a higher proportion of staff with what are referred to in this study as "fully relevant qualifications" and comparisons of Tables 40 to 43 lend some support to this view. Moreover, observation and assessment centre staff will also include a greater proportion of teachers than any other form of residential establishment for children with which this study is concerned and as the Department of Health and Social Security statistics do not identify teachers as a separate group, they are included in the category "None of the above qualifications". By way of comparison of successful applicants with those in post, the proportion of applicants with either "fully relevant" or "other relevant" qualifications differed little from staff throughout the country. There was a higher proportion of staff with

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<sup>156</sup> See "Summary of Returns of Remand Home Accommodation, October - December 1971" Page 2. (Unpublished but prepared by Department of Health and Social Security Statistical Branch from whom copies are available.

"other relevant" qualifications (26%) in the northern region than in the country as a whole (21%) and amongst successful applicants (19%). One additional factor is that 63% of successful applicants held none of the prescribed qualifications as opposed to 53% working in the northern region.

### Hostels

Table 42 Comparison of successful applicants with those in post - hostels

		England	Northern Region	Successful applicants
All child care staff in post or total number of successful applicants	Male	130	10	4
	Female	262	26	8
	TOTAL	392	36	12
Fully relevant qualifications	Male	18	2	1
	Female	42	5	0
	TOTAL	60 (15%)	7 (19%)	1 (8%)
Other relevant qualifications	Male	29	3	1
	Female	69	7	5
	TOTAL	98 (25%)	10 (28%)	6 (50%)
None of the above qualifications	Male	83	5	2
	Female	151	14	3
	TOTAL	234 (60%)	19 (53%)	5 (42%)

In the hostels also, the proportion of men in post was 1 to 2 throughout the country and lower at 1 to 2½ in the northern region. This type of home caters for older children and almost without exception the hostels for boys include at least two male members of staff. The numbers of successful applicants are too low to enable any measure of reliable comparison although



of the 12 successful applicants, 7 held some form of qualification. Comparison between staff in post in northern England and England as a whole are similarly difficult to make because of low numbers but the general indications are that the northern region was holding its own compared with the remainder of the country.

### Children's Homes

Table 43 Comparison of successful applicants with those in post - Children's Homes

		England	Northern Region	Successful applicants
All child care staff in post or total number of successful applicants	Male	989	13	3
	Female	4152	229	48
	TOTAL	5141	242	51
Fully relevant qualifications	Male	205	3	0
	Female	484	21	1
	TOTAL	689 (13%)	24 (10%)	1 (2%)
Other relevant qualifications	Male	202	2	2
	Female	1281	56	10
	TOTAL	1483 (29%)	58 (24%)	12 (23%)
None of the above qualifications	Male	582	8	1
	Female	2387	152	37
	TOTAL	2969 (58%)	160 (66%)	38 (75%)

The most striking feature of Table 43 is the difference between the proportion of male staff employed in children's homes in the northern region (under 6%) and those employed in similar homes throughout England (19%). The reasons for this have been indicated previously and many local authorities have tended to close their very small homes and replace them with homes for between 15 and 24 children with at least one man on the staff, usually in charge. This trend has been less noticeable in the north where, for example,

virtually all Durham County Council's children's home provision is in units for 7 children (30 homes in all). The proportion of male successful applicants was also 6% thus reflecting the continuing limited opportunities for men in this area of residential provision.

Staff with both "fully relevant" and "other relevant" qualifications were proportionately less well represented in the north than in the remainder of the country. The qualifications of successful applicants were even poorer in comparison, three-quarters having no qualifications whatsoever.

CHAPTER V

FACTORS INFLUENCING FUTURE  
CHANGE

There are several current and on-going developments which are likely to affect the future recruitment of staff for work in children's homes. It is not the purpose of this study to examine these in detail but it is considered appropriate to indicate them briefly. Some of these factors relate to the overall numbers of staff who will be required. No specific projections have been made but the following considerations will influence the situation.

A shorter working week is being instituted for residential workers. Staffing establishments are being increased to cope with the 45-hour week which was introduced in October 1972. The working week will be further reduced to 44 hours on 1st April 1974 and:

"5. It has been agreed:

- (1) that the 40-hour week be accepted as the aim to be achieved for the staffs within the purview of the National Joint Council and of the Standing Joint Advisory Committee."<sup>157</sup>

This will inevitably increase the number of residential staff who will be required and as existing senior staff are less available because of the already reduced working week it will create a demand for a larger number of staff capable of accepting responsibility in their absence.

In 1969 a Study Group<sup>158</sup> comprising representatives from the Association of Children's Officers, the Association of Child Care Officers, the Residential Child Care Association and tutors to residential child care courses recommended certain levels of staffing which are being adopted

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<sup>157</sup> National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services, Circular No. N.O.258. 6th September 1973 (Published by the National Joint Council)

<sup>158</sup> The Residential Task in Child Care (known as the Castle Priory Report) Report of a Study Group. (Published by the Residential Child Care Association, 1969)

increasingly by local authorities. In 1972, the Department of Health and Social Security required<sup>159</sup> local authorities to forecast overall development with social services departments for the period 1973-83 and quoted the ratios of the Study Group as appropriate guide-lines.

Within residential care itself there is an increasing emphasis upon caring for children in smaller groups. Yet almost (but not quite) paradoxically, the shorter working week is likely to mean the end of the very small homes which readily enables small group care. Unless heavy reliance is placed on the use of non-resident staff it is not practically possible to provide the amount of staff accommodation required in these homes catering as they do for seven or eight children only. This means an increasing trend towards homes which, in terms of overall capacity, cater for larger numbers of children but within which are a number of smaller "living groups" each staffed as semi-autonomous units. The effect of this is, once again, to increase the total number of staff required and make available improved opportunities for men as Superintendents and Deputy Superintendents of these homes.

The cost implications of these developments are likely to be considerable. Table 44 shows the increase in cost of running county children's homes and hostels and the proportion attributable to staffing. The latter has increased from 53% in 1962-63 to 59% in 1972-73 before the full impact of implementing a 45-hour week has been felt. It might be expected that the staffing costs in subsequent years will rise much higher proportionately.

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<sup>159</sup> Department of Health and Social Security Circular No. 35/72 issued on the 31st August 1972.

Table 44 Table<sup>160</sup> showing the actual cost of staffing children's homes and hostels compared with the overall net cost excluding capital charges in County Durham and all counties in England and Wales

	DURHAM COUNTY COUNCIL			ALL COUNTIES IN ENGLAND AND WALES		
	Cost of Staffing	Net cost excluding capital charges	% of staffing to net cost	Cost of Staffing	Net cost excluding capital charges	% of staffing to net cost
	£	£	%	£	£	%
1962-63	3.11	6.06	51	NOT AVAILABLE		
1963-64	3.39	6.65	51	4.16	7.91	53
1965-66	4.35	8.29	52	4.77	9.24	52
1966-67	4.46	8.73	51	5.18	9.95	52
1967-68	4.88	9.75	50	5.77	10.87	53
1968-69	5.55	10.56	53	6.80	12.25	56
1969-70	6.50	12.06	54	8.10	14.24	57
1970-71	6.70	12.27	55	9.75	16.50	59
1971-72	8.01	14.92	54	11.67	20.00	58
1972-73	9.01	16.60	54	14.52	23.47	59
Note: There was a change in the method of collecting information in 1969-70. Previously children's homes had been identified separately from hostels. Since then the two have been grouped together.						

Another factor likely to impinge on the quality and quantity of residential staff required in the future is the number of children coming into the care of local authorities. This continues to rise in relation to gross numbers and in proportion to the overall population under 18 years of

<sup>160</sup> Table compiled from successive editions of "Children's Services Statistics" prepared and published by the Institute of Municipal Treasurers and Accountants and the Society of County Treasurers in the January following the financial year to which the statistics relate.

age. Some figures have already been quoted which reveal these rises.<sup>161</sup> However, a larger number of children coming into the care of local authorities need not necessarily mean that the demand for residential accommodation is greater (although that is the present situation). Subject to the availability of suitable placements it could enable a larger number of children to be fostered or placed in residential working situations. A simple survey<sup>162</sup> conducted in June 1971 throughout the Northern Region indicated that if suitable foster placements were available, greater recourse would be made to them by social workers. In the light of this finding the thirteen local authorities within the region agreed to considerable increases in regional flat-rate boarding-out allowances. This may assist in the recruitment of more foster parents.

Nationally, there is some pressure to amend the law relating to adoption, guardianship and fostering in a way which might lead to a reduction in the number of children in residential establishments by as much as a tenth.<sup>163</sup> A Private Member's Bill<sup>164</sup> was prevented from receiving a second reading the House of Commons on 8th February 1974 by the Dissolution of Parliament on that day. However, it seems likely that the Bill in its present or a modified form will be revived and feature in the succeeding Government's legislative programme. The effectiveness of each of these

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<sup>161</sup> See the footnote to Page 48.

<sup>162</sup> The Survey was conducted under the auspices of the North (No. 1 Area) Children's Regional Planning Committee and its purpose was to reveal the most appropriate placement for all children in local authority care within the region on 30th June 1971.

<sup>163</sup> See Jane Rowe and Lydia Lambert, "Children Who Wait" (Association of British Adoption Agencies, 1973) and Home Office and Scottish Education Department, "Report of the Departmental Committee on the Adoption of Children" - the Houghton Report. Cmd. 5107 (H.M.S.O., 1972).

<sup>164</sup> "Children: A Bill to amend the law relating to the adoption, guardianship and fostering of children; to make further provision for the protection and care of children; and for purposes connected with those matters" Bill 20. (H.M.S.O., 28th November 1973)

legislative measures is, of course, dependent upon several factors not least of which is the availability of suitable foster parents. Moreover, the children likely to be fostered are those who present less acute problems leaving a residual more difficult group of children in the homes with renewed demands for improved staffing ratios. Additional influences on the number of children coming into care might be the development of improved preventive services and of new community-based alternatives to residential care such as Intermediate Treatment.<sup>165</sup> There is, however, no way of assessing the impact which such developments will make at this stage.

Future recruitment will be influenced by the perception of residential child care as an occupation and its financial and similar rewards in relation to alternative forms of employment. One of the study's findings was that rates of pay were competitive with other employment opportunities for women. Couple this fact with the improvement in hours of work and residential child care may become a more popular occupation. In 1968 the Residential Child Care Association conducted an enquiry<sup>166</sup> into the recruitment and retention of staff in children's homes and found that 66% of the staff regarded long and irregular hours as the biggest obstacle to retaining residential child care officers. If this problem is alleviated then staff turnover might be reduced and the job become more attractive generally. Closely related to this is the effect which training opportunities

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<sup>165</sup> "Children in Trouble" Cmd. 3601. (H.M.S.O., 1968) and "Intermediate Treatment: a guide to the regional planning of new forms of treatment for children in trouble" (H.M.S.O., 1972) and "Intermediate Treatment Project: Development Group Report" (H.M.S.O., 1973)

<sup>166</sup> Residential Child Care Association, "Recruitment and Retention of Residential Child Care Staff" (Published by the Association, 1970). Page 27.



have on recruitment. This is particularly important in situations where the majority of persons coming into residential child care for the first time possess no formal training. Training, quite apart from the improved knowledge and skill which it brings to the individual also conveys status and a sense of belonging to a profession. The Williams Committee recognised the value which adequate training opportunities might have in relation to attracting suitable entrants. The entire area is being re-considered and some reference<sup>167</sup> has already been made to the working party established by the Central Council for Education and Training in Social Work to review the existing pattern of training for residential work and to recommend future patterns of training. The working party has made a final report to the Central Council and at the time of this write-up publication of this Report is awaited. However, the Central Council has already made a decision on two parts of the policy contained in the Report, namely:

"..... that training for residential work shall be of equal length and standard with that of field work within a single but flexible pattern of training and that a common qualification should be awarded" and

"The Council ..... will promote more than one level of training and award in social work."<sup>168</sup>

There is a considerable temptation to offer an evaluation of the proposals outlined in the Discussion Document. For example, one point of particular significance is the decision to provide a generic basic training

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<sup>167</sup> See Page 60 and "Training for Residential Work: A new pattern suggested by the Working Party on Education for Residential Social Work with implications for training and education in the entire social services field" A discussion document published by the Central Council for Education and Training in Social Work. February 1973.

<sup>168</sup> Statement relating to the Working Party on Education for Residential Social Work made by the Central Council for Education and Training in Social Work. November 1973.

irrespective of the method of social work intervention or the client group. The Document argues convincingly for a common core of professional attitudes towards all clients: but the thinking which pre-supposes its authors to assume that the knowledge and skills required for work with a variety of client groups in different settings can be provided within the compass of a single basic training course of limited duration is less well-developed. However, whatever pattern finally emerges it is now certain that the training, though inevitably less specific, has the potential for increasing the inter-change of staff within the various areas and forms of social work practice in a way never contemplated previously.

There is a possibility that the findings of research projects relating to residential child care practice might make a greater impact than has hitherto been the case. With the exception of the Bowlby research in the 1950s the effect of research on practice has been disappointing. It may be that in selecting material for detailed investigation too much regard has been paid to the material's amenability to research techniques than its potential value to practitioners. This study in itself has revealed how little has been known historically and is known at present about the people who care for children in residential establishments. An additional factor might be the problem of communicating research findings to grass-roots workers. The development of research sections in some social services departments might effect some change in this respect.

The National Children's Bureau (formerly the National Bureau for Co-operation in Child Care) has a developing research programme and some machinery for publishing its findings. Improved training opportunities should aid in disseminating information on the outcome of research projects.

Both research and training are likely to heighten dissatisfaction with

present levels of caring and lead to questioning of the extent to which the interests of staff (some of which have been referred to) are compatible with those of children. In other fields, for example medicine and education, the two sets of interests have not always co-incided. The working through of this type of conflict should enable a clearer view of the future.

CHAPTER VI

CONCLUDING SUMMARY

The aim of this study was to discover certain basic factual information about people who applied for posts in the residential care of children within a defined area and during a given space of time. A further aim was to compare the applicants as a whole with those who were offered and those who accepted an appointment and also to determine how these successful applicants compared in terms of qualifications with persons working within the field of residential care at that time.

In the foregoing chapters an attempt has been made to indicate the various factors which have influenced the development of residential child care practice and the nature of the task which residential staff have been expected to carry out. Reference has been made to recent and ongoing changes in the organisation of local authority services for children.

The findings of the study provide some information about the age, sex, marital status, educational and professional qualifications, previous job history and referees of persons seeking appointments in residential child care in northern England in the twenty-four months commencing 1st January 1970. They cast doubt upon several popular notions about people entering residential work. For example, there are relatively few widowed, separated and divorced women seeking to enter the work; there are few failures from other professions; and few women who apply to be housemothers from domestic and manual occupations. The findings show that relatively speaking residential work is not a markedly underpaid job and especially when the real value of emoluments is taken into account, most applicants would enjoy an increase in salary if appointed. The study revealed insufficient information about the general backgrounds of applicants to arrive at any firm conclusions upon the effect of earlier experiences on the decision to make an application.

On the whole, the study found few major differences between those who applied and those who were successful. This fact clearly indicates that in making a choice selection bodies took into account factors other than those with which the study has been concerned. It might reasonably be expected that a selection panel would seek to engage an applicant whose personality and disposition seemed to them to be appropriate for work with children. Only one piece of research has come to notice which makes any comment about the personality of residential workers and it should be noted that the sample used was not limited to residential child care workers:

"In contrast to the popular social worker stereotype they are not especially kindly, nor high in conscience or willpower, nor especially resilient to stress or neurosis. They have as many, or as few, jealousies, anxieties and needs as the average man or woman."<sup>169</sup>

Further work therefore needs to be done before any view can be expressed as to the characteristics which distinguish successful applicants from others and more information obtained about selection methods.

The study suggested that the availability of locally provided training courses improved the likelihood that successful candidates would possess a qualification. Possession of relevant qualifications did slightly improve the chances of an applicant being offered an appointment as did previous experience in residential child care. Experience in related forms of social work did not. As might be expected the references of successful candidates were almost always supportive.

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<sup>169</sup> R. Aldridge Morris, "An analysis of the relationship between intelligence, personality, occupational motivation and job satisfaction in a sample of residential care workers" Written up in "Community Schools Gazette" Volume 65 No. 3 June 1971. (Published by the Association of Heads and Matrons of Community Schools)

The comparison of qualifications of successful staff with those actually in post indicated that all in all the north of England was marginally less well provided with qualified staff. In relation to the qualifications of successful applicants these were proportionately less than those of staff in post - a factor which if sustained over a period of time would lead to a deteriorating situation. The recent advent of training courses within the region may assist in relieving this situation.

The study concludes with some personal viewpoints about the influences likely to affect local authority services for children in the future and suggests some of the implications of this in terms of staffing.

## APPENDICES

### Appendix A

In Chapter III reference was made to the background information which was collected initially on Copeland Chatterson punched cards and later recoded on computer cards. Data is stored on computer cards in 80 columns and Appendix A is the Codebook which demonstrates the manner in which the information was organised and coded.

### Appendix B

Appendix B provides some explanatory notes to the basic information collected and presented in Appendix A.

### Appendix C

Appendix C contains a sample of the advertisements placed for staff.



CODEBOOKAPPENDIX ACARD 1

Column	Item	Code
1	Application by man	0 NO 1 YES
2	Application for a specific post	"
3	Application joint with husband/wife	"
4	Application joint with husband as part-time Housefather	"
5	Applicant aged 21-30	"
6	Applicant aged 31-49	"
7	Applicant aged over 50	"
8	Applicant married	"
9	Applicant widowed	"
10	Applicant separated	"
11	Applicant divorced	"
12	Applicant had 2 children or under where indicated	"
13	Applicant had more than 2 children where indicated	"
14	Applicant's address at time of application fell within the boundary of the local authority	"
15	Applicant's address at time of application did <u>not</u> fall within the boundary of the local authority but was within 20 miles of H.Q. of the authority	"
16	Applicant's appointment at time of application was in the residential care of children	"
17	Applicant's appointment at time of application was broadly concerned with social work	"

Column	Item	Code
18	Registrar ) II	0 NO
19	General's ) III M	1 YES
20	Classification ) III N	"
21	of Employment at ) IV	"
22	date of application ) V	"
23	Applicant unemployed at date of application	"
24	Applicant a housewife at date of application	"
25	Applicant engaged in full-time voluntary work at date of application	"
26	Applicant undergoing professional training or engaged in an academic course at date of application	"
27	Applicant's length of time in existing situation under 1 year	"
28	Applicant's length of time in existing situation 1-3 years	"
29	Applicant's length of time in existing situation 4 years and over	"
30	Applicant's length of time in existing situation not known	"
31	If applicant was appointed and was placed at the first point on the salary scale this would represent an increase in salary (where indicated)	"
32	If applicant was appointed and was placed at the first point on the salary scale this would represent a similar salary (where indicated)	"
33	If applicant was appointed and was placed at the first point on the salary scale this would represent a decrease in salary (where indicated)	"
34	Applicant had held one post in residential care previous to the one at the time of application	"

Column	Item	Code
35	Applicant had held more than one post in residential care previous to the one at the time of application	0 NO 1 YES
36	Applicant had held one or more previous posts concerned with social work	"
37	Applicant had had no previous employment	"
38	Part or whole of applicant's life spent in locality	"
39	Applicant left school at 15 with no secondary level qualifications	"
40	Applicant obtained 'O' level or C.S.E. qualifications before leaving school	"
41	Application shows evidence of further study at 15+ not leading to qualifications	"
42	Applicant received training of type which would be categorised at III M	"
43	Applicant received training of type which would be categorised at III N	"
44	Applicant educated beyond 15 in locality	"
45	Applicant involved in In-Service Training or completed Preliminary Residential Child Care Training	"
46	Applicant held Residential Child Care Certificate	"
47	Applicant held National Nursery Examining Board Certificate	"
48	Applicant held nursing qualifications	"
49	Applicant held Certificate in Education	"
50	Applicant held University Degree, Diploma or Certificate including Advanced Certificate in Residential Child Care but excluding Teacher's Certificate	"
51	Applicant held other professional qualification at 18+	"

Column	Item	Code
52	Applicant withdrew from or failed to complete successfully course of study leading to an academic/professional qualification at 18+	0 NO 1 YES
53	Applicant apparently had no further study after leaving school	"
54	Home Office approached re applicant's suitability	"
55	At least one referee was applicant's present employer	"
56	At least one referee was applicant's previous employer	"
57	At least one referee was applicant's Doctor	"
58	At least one referee was a Clergyman	"
59	At least one referee was previously a Teacher of the applicant	"
60	At least one referee was previously a Tutor to the applicant	"
61	Applicant's references were taken up	"
62	Where the references were taken up, references were supportive	"
63	Where the references were taken up, references were conflicting	"
64	Background factor of possible relevance	"
65	Application successful - Applicant took up appointment	"
66	Applicant withdrew having been offered appointment	"
67	Applicant withdrew before outcome of application known	"
68	Where indicated - applicant withdrew for personal reasons	"
69	Where indicated - applicant withdrew for other reasons	"

Column	Item	Code
70	Application unsuccessful	0 NO 1 YES
71	Post graded at Grade 1/NNEB. Scale	"
72	Post graded at Grade 2	"
73,74,75	Identification of individual applicant	001 413
76,77	Local authority	01 Durham County Council 02 Westmorland County Council 03 Cumberland County Council 04 Northumberland County Council 05 Carlisle County Borough 06 Tynemouth County Borough 07 Newcastle County Borough 08 Gateshead County Borough 09 Hartlepool County Borough 10 Sunderland County Borough 11 South Shields County Borough 12 Darlington County Borough 13 Teesside County Borough
78,79	Description of post	01 As on post description schedule 25
80	Card sequence	1

CARD 2

Column	Item	Code
1	Post graded at Grade 3	0 NO 1 YES
2	Post graded at Grade 4	"
3	Post graded at Grade 5	"
4	Post graded at Grade 6 or 7	"
5	Post graded at Grade 8 or 9	"
7	Applicant applied for post of housemother	"
8	Applicant applied for post of housefather	"
9	Applicant applied for post of housemaster (senior salary grade)	"
10	Applicant applied for post of supervisor/ instructor	"
11	Applicant applied for post of superintendent/ warden of children's home/hostel	"
12	Applicant applied for post of matron	"
13	Applicant applied for post of nursery nurse	"
14	Applicant applied for post of teacher/Burnham paid instructor	"
15	Applicant applied for post of principal officer - remand/observation/assessment	"
16	Applicant applied for post of principal officer - community school	"
17	With seniority in relation to 7 - 16 inclusive	"
18	Deputy/assistant in relation to 7 - 16 inclusive	"

Column	Item	Code
19	Relief in relation to 79 - 88 inclusive	0 NO 1 YES
20,21	Age in years (certain applicants only)	"
73,74,75	Identification of individual applicant	001 413
76,77	Local authority (voluntary organisation)	01 ) See 02 etc.) Card 1
80	Card sequence	2

APPENDIX BEXPLANATORY NOTESCard 1

<u>Column</u>	<u>Note</u>
2	In one or two cases local authorities placed general advertisements for residential staff. The purpose of this item is to indicate that the application refers to a specific appointment.
3	There is a continuing tendency for senior appointments in residential care to be advertised as a joint post for husband and wife.
4	This item indicates those applicants whose husbands also wished to be considered for appointment as part-time housefathers.
5,6,7	These age groupings were selected in order to permit a degree of comparison with the findings of the Williams Committee and the Monsky Inquiry. Since the Codebook was finalised, the Department of Health and Social Security has begun to collect certain information regarding the staff of residential establishments for children including some information about age groups. Unfortunately, the age groupings of the Department of Health and Social Security do not concur closely with those selected for this study.
8-13	These items indicate the marital status and number of children of applicants.
14-15	These items contain limited information as to the address of an applicant at the time of application.
16-26	These items give details of the applicant's employment situation at the time of application. An affirmative reply to item 16 would include all persons working in those areas of residential care referred to in the introduction (Page 2) Item 17 includes all persons employed in either statutory or voluntary personal social services and community health services. Item 23 included if the application stated that the applicant was unemployed or otherwise indicated that the applicant was eligible for the receipt of unemployment benefit. The purpose of Item 25 is to include those young people engaged in either Voluntary Service Overseas or Community Service Volunteers.
27-30	These items give some indication of the applicant's length of time in his situation at the time of making application.



ColumnNote

- 31-33 In these three items the expression "first point on the salary scale" should be interpreted to mean the minimum salary to which the applicant would be entitled bearing in mind his age and qualifications. These are described at length in the Scheme of Conditions of Service for Staffs of Children's Homes. It should however be pointed out that in individual cases a commencing salary in accordance with a higher incremental point than the minimum can be determined by the employing body with the approval of the Secretary of State, which takes into account the applicant's ability, experience and other training as well as age and formal qualifications.
- 34-35 These items indicate those applicants who had previous experience in residential child care.
- 36 This item indicates those applicants who had previous experience of posts concerned with social work. For the purpose of this item "social work" is defined in accordance with column 17.
- 37 This item indicates those persons for whom the application represented their first employment.
- 38 The "locality" in this item is as defined in columns 14 and 15.
- 39-44 These items give some general indication of the applicant's educational qualifications up to the point of school leaving and further trade training experience.
- 45 "In-service training" refers to the applicant gaining the Certificate of Attendance of the In-Service Study Course for Residential Child Care Staff. The course involves a full study day in each week of a year and is designed for staff without relevant qualifications including new entrants to the service and more senior people who have not done formal training. It is increasingly used as a means of preparing staff who are considering full-time professional training. The "preliminary residential child care training" refers to satisfactory completion of a 2-year full-time course for young people aged 16-18. Whilst essentially a form of further education with a vocational bias, it is, alongside the in-service training course now regarded as a pre-requisite for full-time professional training.

ColumnNote

- 46 The Residential Child Care Certificate is the Certificate awarded by the Central Council for Education and Training in Social Work (formerly the Central Council for Training in Child Care) and may be obtained after either one year's full-time study or, for specially selected persons, one year's part-time study.
- 47 The National Nursery Examining Board Certificate is awarded to those people who successfully complete a 2-year course (usually in the 16-18 year old age group) of training for work with the under fives.
- 48 Nursing qualifications would include both State Enrolled Nurses and State Registered Nurses.
- 49 This item refers to all certificated teachers other than graduates.
- 50 This item includes the holders of all university degrees, diplomas or certificates.
- 51 This item will include holders of recognised qualifications in other professions.
- 54 This item was originally included to ascertain the extent to which Central Government exercised control over the appointment of residential child care staff. Although it proved to be the practice of those authorities involved in the pilot survey to approach the Home Office, this was far from universal with all authorities. In no case, was there any indication of the Home Office making any adverse observation on an applicant.
- 55-60 These items provide some information about the referees chosen by applicants.
- 61-63 These items provide a very simple indication of the content of the reference.
- 64 This item covers a wide range of factors. Primarily, the purpose behind its inclusion was to try and indicate whether there were any special motivating factors which led to the application. For example, an interest in fostering, or the parent of the applicant had worked in children's homes, or the applicant himself had been in care as a child.
- 65-70 These items indicate the success or otherwise of the applicant including some indication of the reasons for withdrawal.

ColumnNote

71-72	These two items together with columns 1-6 of Card 2 indicate the salary grading of the various posts available. All salary scales of this category are reviewed annually and the salary levels given below are those obtaining at the mid point of the period of study, namely January 1971
	Grade 1/N.N.E.B. Scale - £762 (for officers under 18) - £1197
	Grade 2 - £1050 - £1305
	Grade 3 - £1122 - £1413
	Grade 4 - £1233 - £1554
	Grade 5 - £1341 - £1704
	Grade 6/7 - £1554 - £2484
	Grade 8/9 - £2064 - £2970
73-75	These items indicate the identity of the applicant.
76-77	These items indicate the local authority placing the advertisement.
78-79	These items identify the exact post for which the applicant applied.

Card 2

<u>Column</u>	<u>Note</u>
1-5	These items have been discussed. See column 71-72 of Card 1.
6	This scale was applied to teachers employed in residential establishments and would be the appropriate Burnham Scale plus special allowances.
7-16	These items indicate the nature of the appointment for which the applicant applied. Item 9 has a specific scale of its own, viz. £1269 - £1983. All other posts are graded in accordance with the relative seniority of the appointment and the size and nature of the home.
17-19	These items enable qualifications to be added to columns 7-16.
20,21	When information was received to the effect that the Department of Health and Social Security were collecting certain information about the staff of residential establishments for children, then it was decided to include the actual age of remaining applicants.
73-75	See Card 1.
76-77	See Card 1.

APPENDIX CAssistant Housemother

Required for Children's Home in the County Borough of Tynemouth. The Home accommodates twelve children of school age. Applicants should be between 23 and 55 years of age and should have an understanding of the needs of deprived children. The post is superannuable and the salary scale is £1050 - £1305 per annum (Grade 2) less £219 for board and lodgings. This is a resident post.

Houseparents

Applications from married couples with not more than one child are invited for this post at East Herrington Family Group Home.

Salary of Housemother - £1,050 - £1,305 plus £90 for the Certificate in the Residential Care of Children of the Central Training Council in Child Care less £219 p.a. for board, lodging and laundry.

The husband will follow his usual employment and in return for free board, lodging and laundry is expected to assist in the management of the home and the care of the children in the evenings and at weekends.

Further particulars and application forms which must be returned by 25th June 1971 from the Director of Social Services, County Hall, Durham.

Joint appointment Warden/Head Teacher and Matron  
at Brandon Observation and Assessment Centre

Brandon Observation and Assessment Centre opening summer 1971 requires residential child care officers with qualifications and experience in child care. The Centre is purpose built with three units and will cater for 33 resident children and 10 day attenders. It is pleasantly situated within four miles of Durham City.

Joint appointment of (a) Warden/Head Teacher, to be responsible for the entire Centre - £2182 - £2436 and  
 (b) Matron - £1233 - £1554

Male applicants must have the Senior Certificate in Residential Child Care and qualifications or experience in education.

Applications giving personal particulars, full details of experience, qualifications, present and past employment, names and addresses of three referees must be received by the Director of Social Services, County Hall, Durham by 12th March or ten days after the end of the postal strike, whichever is the later.

### Housemaster

Housemaster (third in charge) - R.C.C.O. Senior Grade. £1392 - £2154 with a responsibility bar at £1803.

Applications are invited from persons possessing residential care certificate for the above post at the Farndale Road Community/Remand Home, Middlesbrough.

This establishment is now in fact functioning within the scope of the 1969 Children's Act, although it is still serving as a residential establishment with more secure facilities.

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### Resident Instructor/Supervisor

Applications are invited from single or married men for this resident post at a Remand Home in Middlesbrough which accommodates 29 boys.

Applicants should have a genuine interest in the problems of difficult and disturbed boys, and should be able to make a positive contribution to the activities and social assessments carried out in the Remand Home.

Excellent accommodation is provided in a bed-sitting room for single staff, or in a new centrally heated three-bedroomed house within the grounds for a married person.

Salary: £925 - £1185 (£963 - £1230 from 1.8.1970) less nominal charges for accommodation.

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### Joint appointment of Warden and Matron

Applications are invited from persons with qualifications and experience in child care for the above position at Chester-le-Street Boys' Hostel which will provide accommodation for eight working boys. The successful applicants will be employed at the Stockton Boys' Hostel until its transfer to Chester-le-Street.

Salaries: Warden - DJAC Grade II £1050 - £1305 p.a.  
 Matron - SJAC Grade I £852 - £1197 p.a.  
 £219 will be deducted from each salary in respect of board and lodgings.

Application forms which must be returned by 9th September 1971 and further particulars from the Director of Social Services, County Hall, Durham.

Acts of Parliament

12 Richard II, 1388

14 Charles II

9 George I, 1722

22 George III, 1782

Children Act, 1948

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